# POLICY DEVELOPMENT OF TOURISM SECTOR IN BOGOR REGENCY : PROFILE AND PROSPECT

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## Abstract

*The objective of study are twofolds : analysing the achievement of tourism development in Bogor Regency retrospectively and analysing policy development prospectively that can be used by local goverment in order to develop the contribution of tourism sector to generate local revenue.*

*This study use mixed method (quantive and qualitative) sequential-explanatory with unit of analysis consist of 2 components : implementors and policy targets. Focus Group Discussion with stakeholders is used to elaborate problems and alternative solutions being offered.*

*Based on analysis result, it can be described that there are several policy problems encountered by local government related to tourism development namely : lack of competence and professional human resources, especially with tourism competency; lack of good infrastructure to and from tourism destination places; inconsistencies between the implementation of RTRW (spatial plan) and the utilization of spaces for the benefit of the tourism industry , lack of commitment and consistency of the Regent to develop tourism and lack of coordination among related-parties/agencies.*

*In order to make tourism development getting better in the future, policy development is a crucial point. It is important to develop policy options based on real problem and develop policy capacity for those who involved in policy arena, especially policy maker and policy analyst. A Guide of Policy Development can be used as useful guidance to formulate and implement policy effectively.*

*Keywords : policy capacity, policy development, policy option, policy problem, prospective analysis, retrospective analysis*

## INTRODUCTION

Based on data from the Agency of Culture And Tourism of the Bogor Regency ( 2013 ) revealed a picture that travelers who visit tourist spots in Bogor is still concentrated in the Puncak and the surrounding areas. In fact, the tourism potential in Bogor regency is located in 40 districts and five tourist zone. The conditions describe that the policy of tourism development in Bogor district not effectively implemented yet that indicated with the spread of tourist destinations *distributed unevenly* and tend to developed in Puncak and surrounding areas.

This study use mixed method (quantive and qualitative) sequential-explanatory with unit of analysis consist of 2 components : *implementors* (Cultural and Tourism Agency with 18 structural officials as purposive sample), and policy targets (tourism destination

administrators with privately managed, local/cenral agency, corporate, and community/faundation as purposive sample). Focus Group Discussion with stakeholders is also used to elaborate problems and alternative solutions being offered.

## The Profile of Tourism Development in Bogor Regency

### *Finding Based on Survey*

Denny Hernawan (2016), based on survey funded by The Ministry of Research, Technology and Higher Education and use Van Meter and Van Horn model of policy implementation (Nugroho, 2014; Purwanto and Sulistyastuti, 2012; Winarno, 2012) as references, reveals that: 1). In general, the implementation of the policy of tourism development in the Regency of Bogor is "Moderate/good enough/fair" (the value of the overall indicator of 3.34 in scale of 5); 2). If we specify the result based on indicators according to the dimension, this study reveals that the dimensions of social, political and economic dimension is the *highest* score relatively to other dimensions. In contrast, the dimensions of communication between organizations relative to the value of dimension is the lowest.

### *Finding Based on Focus Group Discussion*

To be more comprehensive, data and information gathered from Focus Group Discussion is also included. Based on the results of FGD with Head of Agency of Culture and Tourism, the head of related sub-units, and member of the tourism promotion agency of Bogor Regency which was held on July 28, 2015, we identified a number of major problem associated with the development of tourism in Bogor Regency, namely:1. The availability of human resources (quantity or quality of human resources) are still limited, especially in the terms of human resources which have strategic and visionary thinking in tourism. 2. the level of accessibility leading into tourist attractions is relatively low. 3. lack of coordination and common perception among related agencies (local bureacracies or OPD), whereas this aspect of coordination is crucial in an effort for increasing tourist visits. 4. inconsistencies between the implementation of RTRW (spatial plan) and the utilization of spaces for the benefit of the tourism industry. They are change quite frequently. 5. budget constraints for tourism sector.6. Consistency and commitments of Regent in developing tourism.

In addition, with reference to the strategic plans of Agency of Culture And Tourism of Bogor Regency 2013-2018 formulated various problems encountered in tourism development in Bogor Regency as follows:1. the limited availability of human resources in tourism sector. 2. the low competitiveness of the business tourism unit. 3. the low accessibility of heading to the tourist places. 4. the lack of handling traffic congestion in the way to tourism destination, especially Puncak and surrounding areas.5. the tourism destination that already well-managed is relatively less than expected. 6. lack of coordination and common perception among related agencies (OPD).

Finally, based on latest FGD that conducted at Djuanda University on July 19th, 2016 underlined several findings to be mentioned, such as : 1). In terms of the Agency interest, it is important to make a master plan in developing tourism sector (namely Master Plan of Local Tourism Development or RIPPDA). To adopt master plan, the availability local policy of Spatial Plan (or RTRW) is necessary (or prerequisite). Unfortunatelly, RTRW is not already adopted and still in going process. This in turn will bring about to the agency to make program and activities accordingly. From the agency's point of view, this condition has a chance to pressumably break the rule because the uncertainty of *"policy umbrella",* that is Local Regulation of RTRW. 2). There are conflicting interest between local government and prospective investor in tourism sector. On the one side, local government try hard to push tourism sector to contribute more significant in increasing regional domestic revenue (PDRB) through opening more tourist destination. On the other side, in terms of investor perspectives the administrative procedure to get investment lincense is quite long and costly. This some kind of disincentives for investors.3). Discussing of tourism in not only about tourism destination only, but also nature and culture. The important thing is how to package those aspects more competitive and marketable as well. At this point, marketing or promotion is crucial. One of the strategies that should be developed is how to build tourism information that people can access data and

information about related-tourism information they needed. Actually, Bogor Regency has recently developed friendly-used application namely "PESTAGO" (Pesona Wisata Bogor) that make public has more access to information about tourist destination, accomodation, the tariff of accomodation, and other related-tourist information. 4). As a mandate of Local Regulation of Tourism, in year of 2014 local government has set-up local-owned enterprise (namely Sayaga Wisata) to develop tourism plan and project in Bogor Regency. This year Sayaga Wisata has focused on develop tourism accomodation and its supporting program such as partnership with Small and Middle Enterprises (SME or UMKM).

In sum, the development of tourism sector in Bogor Regency is still encounter serious problem related to structural problems (lack of coordination, policy inconsistencies, incompetent human resources in tourism), insufficient infrastrucure, and less supportive information technology used to develop tourism. In terms of policy implementation, study found that one of the critical points have to deal with implementors in implementing policy effectively is a gap between realities found in practice and what it should be as requested by the law. They need somekind of "how to" guideline that can make them work more easily and more certain.

### *Prospect : Policy Development*

Generally speaking, policy development is activity of developing policy that generally involves research, analysis, consultation and synthesis of information to produce recommendations. It should also involve an evaluation of options against a set of criteria used to assess each option. Specifically, policy development of tourism related to how research, analysis, consultation and synthesis of information in tourism sector can be used to make objective recommendation. This notion is in line with the assumption that tourism development should be planned properly in order to attract more tourist to visit (Wardiyanto, 2011). In addition, based on benchmark study toward tourism development in national level (Yogyakarta and Bali) and regional level (Thailand, Singapore, and Malaysia) reveal that in order to atrract more tourist Government should well-prepare not only good infrastructure but also institutional and policy arrangement that suitable with that efforts (Antariksa, 2016; Ariyanto, 2014; Fajriyani, 2015; Muallisin, 2007; Silaban, 2015; Wening, 2007).

Based on interview with Chief of Tourism Agency of Bogor Regency reveals that the Agency need some sort of *practical tools* that will help and guide them to develop tourism policy and program. Basically, The Guideline is some sort of a guide that both policy makers and related parties could find "how to" guides on policy development. To provide that purpose, developing **"A Guideline of Policy Development of Tourism"** is one of important efforts to be considered.

Referring to benchmark from Office of The Auditor General Manitoba (A Guide To Policy Development, January 2003), there are 3 important components of the Guideline, namely : 1) leading and managing policy development, 2) policy process attributes, and 3) policy product attributes. The first component is really useful for those in a leadership or management position whose responsibilities include the policy function. Likewise, the remaining two components are useful for policy analysts. In the first component, information needed is related to process needed such as Leadership Direction and Support, Human Resources, and Infrastructure Support. Then, information needed in second component is related to process needed in policy making such as issue identification, issue analysis, generating solutions, consultation, and performance measurement. Finally, in the third component information needed is related to purpose, evidence, options, logic, consultation, and presentation.

It shoud be noted that in each of component there is a necessity to include information about "how to" anticipate and asess related risk that could be emerge. For example, Guideline should be mentioned cleraly on how to handle issues if there are risks associated with not having infrastructure support.

Here is an example of Guideline of Policy Development for the First Component (Leading And Managing Policy Development).

Table 1  Guideline of Policy Development

(Leading And Managing Policy Development Component)

| Leadership Direction and Support | Human Resources | Infrastructure Support |
|---|---|---|
| driving and sustaining policy development of tourism | investing in people | having the right tools to do the job in tourism |
| what does process management in tourism entail? | tip on strengthening human resources capabilities in tourism area | dealing with infrastructure availability and cost issues in tourism |
| what does providing staff with the necessary resources in torism area entail? | risks associated with human resources in tourism area | |
| what does product management in tourism entail? | questions to ask yourselves in relation to human resources in tourism area | |
| risks associated with not providing leadership direction and support in tourism | | |
| questions to ask yourselves in relation to leadership direction and support in tourism | | |

## RECOMMENDATION

Based on Research Results; a). To overcome the problems associated with the availability of human resources for tourism hence the Government's attempt to add a new employee who has the competence of tourism should be a priority.b). Due to the importance of legal status of new RTRW that not adopted yet, it is important to push policy making process through activate policy networks among parties involved. c). To increase accessibility to tourist destinations, the improvements (repair and maintenance) and infrastructure (mainly roads) must be prioritized by the Bogor Regency. Budgeting can be sourced from a grant (block grant of donor-sources) as well as through partnerships with the private parties.d). In terms of tourism promotion, it should be consider to enhance product diversification in tourism not only promote the richness of nature or panoramic scenery. Diversified product such as cultural village (or *Kampung Budaya*) or Halal tourism (or *Wisata Halal*) are examples that local government may promote intensively as tourism package offered to tourist.e). To increase accessability for public to be well-inform in tourism, the PESTAGO application should be developed continuously so public has an opportunity to choose tourism destination they desired to visit and to know other related-information.  f). Improving the coordination of cross-sectoral efforts in the field of tourism with the OPD related, who manages the place of tourism, the tourism business association, as well as Civil Society Organization. Its shape can be a task force Team, Communication Forums, and so on.

### *Based on Practical Purpose*
Because "Guideline to Policy Development of Tourism" is practically useful, it could be replacated or implemented in other policy areas such as in education, health, and so forth.

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