

THE PLANNING AND THE DEVELOPMENT OF THE ECOTOURISM AND TOURISM VILLAGE IN INDONESIA: A POLICY REVIEW

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ABSTRACT. Developing tourism village or ecotourism requires a carefully integrated planning. The village shows its role and functions as the source of inspiration for environmental and cultural conservation. However, it is not easy to carry out. Developing the tourism village is a great work, multi-sector and requires collaboration. Planning of ecotourism requires the integration of macro, ecosystem and local level. Planning at the macro level gives a legal management basis in the ecosystem and local level. Planning at the ecosystem level devises environmental and cultural vision and coordinates the regional management of a destination. Planning at the local level develops a quality management service, participation, and empowerment of the local people. The development of ecotourism services in the village includes efforts of (i) developing the local empowerment, (ii) developing of infrastructure to meet environmental conservation, (iii) building governance to gain a positive experience and well-being, (iv) integrating the tourism promotion through the product development and market segmentation, and (v) interpreting and educating to offer the education of cultural and environmental conservation.

Keywords : *Ngadas, Bromo, conservation, culture, national park*

JEL Classification: Q01, Q20, Z38

INTRODUCTION

The development of tourism provides the significant benefits for the economy and the region. The tourism services play a role in accelerating the process of economic transformation including in the rural areas. The farmers can learn gradually to develop the environmental and social services around their regions. The momentum of the tradition, culture, and exoticism of the environment can be packaged as an attractive village tourism service to visitors from outside the area. The concept of cultural and environmental is based on the tourism development in the villages, and will synergize the agricultural development and provide a welfare alternative for farmers. The tourist services proved to demonstrate economic feasibility

is higher than farming (Purnomowati, Nugroho and Negara, 2012). This concept has become a flagship program in the number of countries, such as Malaysia (Liu, 2006; Kumar, Gill and Kunasekaran, 2012) and Thailand (Chancharoenchai and Saraithong, 2011).

The opportunities in developing the tourism village is very wide. According to Parks et al. (2009), a middle-class economic community has a high demand for travel and tours. Along with that, the improvement of infrastructure especially transportation builds access to a diversity of attractive areas. Considering the economic potential of this rural region needs to prepare people to accept the coming tourists from outside the region. There have been many local governments to enhance the development of rural tourism services, and welfare benefits for the people (Nugroho, 2010).

Developing tourism region, village tourism or ecotourism requires a careful and integrated

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planning. A village living can just advance economically, and show the progress of the village construction. However, the village should still exhibit its role and functions as the source of inspiration for environmental and cultural conservation, and support the balance of life and ecosystems. Through tourism activity, the village can provide places for learning especially the conservation of environment and culture (Nugroho and Negara, 2015). However, it is not easy to implement. Developing the tourism village is a great work, multi sector and requires many synergies.

This paper aims to describe the concept of ecotourism, ecotourism planning and development of tourism village.

ECOTOURISM AND VILLAGE TOURISM

Ecotourism is travelling activities that are packed professionally, skilled, and contains the elements of education, as a business venture, considering the cultural heritage, participation, and well-being of local people as well as the conservation efforts of natural resources and environment (Nugroho, 2011).

As an economic venture, the effectiveness of operational services of ecotourism is very efficient and lean. Its characteristics are the low quantity of the visitors in the groups, the high service quality and the high added value. Consumers of ecotourism are those who want a vacation with a sensation of natural and cultural interaction. They willingly spend the time, effort and expense to satisfy his desire. Therefore, the service manager of ecotourism needs to provide accommodation and also a safe and satisfying vacation. The discipline and standards of service are also parts of the efforts to protect ecosystems in the service of ecotourism (Coles, 2006).

The village living not only gives a different experience with the city but is also viewed as an effort of creating a life balance. The village economic development plays a role in the elaboration of human values and the environment. The village can provide places that provide satisfaction or revitalizing, as well as learning many things especially about the conservation of environment and culture (Nugroho et al., 2016).

The demand for the services of the village tourism, or various objects and village life is very high. Tourists are very crucial to travel towards villages or remote areas. The domestic and foreign tourists are willing to pay an expense going to long distances. The tourists stay in the remote villages like Ngadas or Ngadisari (Bromo), Candirejo (Magelang), Rajegwesi (other countries), Wanci (Wakatobi), Komodo (Nusa Tenggara Western), Baluran National Park, Raja Ampat (Papua) or other exotic places all over the Archipelago.

ECOTOURISM DESTINATION

The concept and implementation of ecotourism cannot be separated from the development of the protected area. In Indonesia, the protected area consists of wilderness area (WA), natural conservation area (NCA) and hunting park. WA consists of a strict nature reserve and wilderness protection; NCA consists of national parks, grand forest park, and natural tourism park. The determination of protected area is directed by the Ministry of Forestry and has managed 414 sites which are equal with 23.1 million hectares, comprising 18.4 million hectares of land and 4.7 million hectares of coastal and sea (USAID Indonesia, 2004)

The most substantial proportion of the protected area is a National Park, which contributes 65 percent of the area. So far, the Ministry of Forestry has established 53 national parks (Table 1). The consideration of national park determination covers the substantive objects, position, ecosystem, types of endemic flora and fauna, and job description of the implementation. Therefore, the national park institution is considered as the main component in the management of protected areas, as well as the efforts of conservation of biodiversity in national and international scale (Rothberg, 1999).

The development of ecotourism in the management level by the national parks in Indonesia has grown. The structure and function of the national park show the competence in supporting the development of ecotourism. The national parks also contribute to initiate, accompany or facilitate the development of ecotourism in the villages around the area of the national park.

The ecotourism services activities outside the national park area also grow. The ecotourism destination areas usually have the wisdom, experience, and cultural values which blend with the environment to support the economic life. The ecotourism destination areas can be a part of the coastal ecosystems, sea, or land; around protected areas, villages or regions which have the typical inheritance values for the next generations.

The development of ecotourism outside the

National Park enormously is developed by the community organizations or individuals. They usually have competence and knowledge of ecotourism, market information, capital and potential ecotourism destination. They obtain a positive response from the local people who receive social, economic and environmental benefits. As a result, all stakeholders are responsible for ensuring the sustainability of ecotourism activities in the surrounding areas.

Table 1. The area of national parks in Indonesia

Jawa	1. Karimunjawa 2. Bromo Tengger Semeru 3. Meru Betiri 4. Baluran	5. Gunung Gede Pangrango ^a 6. Gunung Halimun Salak 7. Kep Seribu 8. Ujung Kulon ^b	9. Alas Purwo 10. Gunung Merapi 11. Gunung Merbabu 12. Gunung Ciremai
Sumatera	1. Gunung Leuser ^{a,b} 2. Siberut ^a 3. Kerinci Seblat ^b 4. Bukit Tigapuluh	5. Bukit Duabelas 6. Berbak ^c 7. Sembilang 8. Bukit Barisan Selatan ^b	9. Way Kambas 10. Batang Gadis 11. Tesso Nilo 12. Zamrud
Kalimantan	1. Gunung Palung 2. Danau Sentarum ^c 3. Betung Kerihun	4. Bukit Baka-Bukit Raya 5. Tanjung Puting ^a 6. Kutai	7. Kayan Mentarang 8. Sebangau
Sulawesi	1. Bunaken 2. Bogani Nani Wartabone 3. Lore Lindu ^a	4. Taka Bonerate 5. Rawa Aopa Watumohai 6. Wakatobi	7. Kepulauan Togean 8. Bantimurung - Bulusaraung 9. Gandang Dewata
Bali dan Nusa Tenggara	1. Bali Barat 2. Gunung Rinjani 3. Komodo ^{a,b}	4. Manupeu Tanah Daru 5. Laiwangi Wanggameti 6. Kelimutu	7. Gunung Tambora
Maluku dan Papua	1. Manusela 2. Aketajawe - Lolobata	3. Teluk Cendrawasih 4. Lorentz ^b	5. Wasur

Description: ^a Biosphere Reserves, ^b World Heritage Sites, ^c Ramsar Sites

Source: Ministry of forestry (2006)

DEVELOPMENT PLANNING OF ECOTOURISM

In the RPJMN (2015-2019), the development of ecotourism achieve in the development of nature, culture and creation tourism. The policy is implemented through the programs of conservation of biological diversity (Ministry of Forestry), the development of tourist destinations (Ministry of Tourism), as well as the improvement of infrastructure (Ministry of Civil Work). The ministry of Forestry develops protected areas and national parks to support the management of environmental services and ecotourism. The ministry of Tourism annually facilitates the development of 16 domestic tourism destinations; and 561 villages through the program of *PNPM Mandiri*. The Ministry of Civil Work develops a port for the development of ecotourism of marine and waterway.

The planning of ecotourism development is

implemented by respecting the economic, social and environmental aspects. Weaver (2002) formulates the policy in a simple hierarchy as follows.

1. Macro or national Level.

The scope of macro-level planning is the establishment of a national institutional foundation that comprehensively facilitates the development of ecotourism. The macro-level boundaries are national territories. However, the government also needs to implement issues about the global environment. The Government of Indonesia (GOI) has ratified a global agreement, for example, the Convention on Biodiversity, Wetland, or CITES. Some crucial issues of macro-level policies include:

- i. The development of national institution. The institutional framework encourages coordination mechanisms with other institutions at the level

of ecosystems, local and international. The regulatory legislation is developed to strengthen the development of national parks, the protection of uncontested tribes and heritage sites. The regulation contains the substance of the limitation, the number and total area, lounge area, flora, and fauna conserved, the implementation of tasks and responsibilities, the mechanisms of coordination and problem-solving.

- ii. The Research and development. The research facilitates the planning and management at the local level and ecosystem. The academic theory represents the linkages between the systems, the benefits and its distribution at the local level as well as the ecosystems. The research results are used to formulate the regulations of the legislation, and the mechanism of the management or national parks development in Indonesia.
- iii. The technical and financial assistance. It encourages the economic growth and increases prosperity. The budget required is for education and training of human resources, marketing, and infrastructure development of roads, bridges, telecommunications, electricity and water supply. The GOI take an important role in the rehabilitation of environmental degradation, the alleviation of poverty and the compensation of losses around the area of ecotourism

Indonesia has 17 thousand islands, 470 ethnic groups, 19 areas of customary law, and about 300 languages, as well as the cultural diversity (heritage). The asset can be packaged as tourism (Ardiwidjaja, 2006). Utilizing the geographical constellations will generate an economic activity of tourism potential throughout the country and strengthen the national and geopolitical insights Indonesia (Pokja Wasantara, 2010).

A significant role of tourism in economic, social and environmental aspect needs to be developed. In the economic aspect, the tourism sector contributes foreign exchange, domestic or regional economic activity. In the social aspect, the tourism plays a role in labour absorption, art appreciation, and tradition and culture pride. Those will build the nation's identity. In the environmental aspect, tourism can promote several tourist products and services and its cultural life of local people. The

ecotourism develops a uniqueness of nature, such as flora or fauna in the land, coastal and sea. It is a useful tool for the preservation of the natural environment and the traditional art and culture.

Developing the tourism and its supporting sector has an essential significance for the national integration. The tourism villages can bind the geography of the Indonesian Archipelago. The government (GOI) seems to be present in providing villagers with welfare and social benefits. Wealthy citizens tend to be integrative and create positive relationships to support the existence of the state and government (Pokja Wasantara, 2010)

2. Ecosystem level

The scope of ecosystem area planning is ecosystem areas and other functional areas, such as river basin (catchment area), mangroves, mountains, valley, or others areas in the interest of habitat and culture conservation (Nugroho and Dahuri, 2012). The ecosystem areas may include one or more of the local community, which has a component and interaction component to support functional unity or the life cycle regularly. The geographical boundary of an ecosystem area can be a unique area, protected area or national park or in the administration area where it is explicitly defined. Some of the following essential policy level ecosystems include:

- i. The vision of ecotourism destination management. An ecosystem needs to have a vision that is equally understood by all stakeholders. The vision can be adjusted, for example, the conservation of the coral reefs. The local population or tour operator is committed to implement that vision through a number of activities in management model agreed upon both parties. That vision is informed to all parties endorsed by the regulatory framework.
- ii. The Collaboration and synergy. The regional development is supported by an attractive synergy of other functional areas by, for example, agriculture, forestry or fishing sector. The linkage between economic sectors will generate economic growth and well-being in these areas as a whole.
- iii. The Integrated area management. The development of an integrated ecotourism region

includes trekking line, the territorial boundaries of the ecosystem or catchment area, or the specific area for habitat and cultural conservation. The determination of the area boundaries is intended to prevent leakage of the cost or benefit flows to those are not permitted to receive. The area management is carefully designed based on the agreement of the stakeholders, with the attention to conserve tourism trails and protect sites that experience the extinction.

The ecosystem-level planning has been implemented in the Government Regulation number 50 since 2010, regarding the National Tourism Development Master Plan of 2010-2025. The Ministry of Tourism as the leading sector has established 50 National Tourism Destinations (NTD). The NTD concept is equivalent to the ecosystem or functional area, where it has been promoted the 15 NTD through the program of Destination Management Organization (DMO). The DMO covers Sabang, Toba, Kota Tua, Pangandaran, Borobudur, Bromo-Tengger-Semeru, Batur, Rinjani, Flores, Tanjung Puting, Derawan, Toraja, Bunaken, Wakatobi, and Raja Ampat.

DMO is the formation and development of the organization management of sustainable tourism destinations which is based on the process of planning, operation, and monitoring. DMO programs implement it through the coordination of the central and regions government involving the local community, travellers, and other stakeholders to develop the tourism area.

3. Local level.

The scope of local level planning is the local community. The understanding of local communities includes the people of individuals or groups who have an interest in the same subject of ecotourism. The limit is the activity of the local population and economic activities. The geographic boundary of the local community can be within permitted areas by the National Park management, administration or tradition area, village or indigenous village or local customs. Some critical issues for local level policies include:

i. Participation. Identification of the local and community participation is the main activities in the local planning. This step is essential for the

determination of the threshold on the population and the extent of the stakeholder participation and its implications on the benefit flows. The local values need to be appreciated as substantial experience in the development of ecotourism services.

- ii. Empowerment. Empowering local people aims to encourage the local economy to create a multiplier effect. The role and participation of the local population is the primary target in the economic development of the ecotourism services. The higher of the role, the more the local receive incentives in the environmental conservation.
- iii. Developing the destination area of ecotourism. The limitation of the activity and characteristics of the business, location, as well as travel path, is an integral part of the management planning. The specification space or place become motivation for the operator in the provision of services based on the uniqueness of ecotourism.
- iv. Developing products and services supporting the ecotourism conservation. Local people need to experience much training in entrepreneurship, innovation, and leadership. The innovation will reduce dependency villagers on the natural resources and raw materials. The innovation in the product and services creates high value-added and will provide incentives for environmental conservation efforts.

The local level planning associates the efforts in the empowerment, development, and management of ecotourism in the village. The potential of the village tourism comes from the socio-cultural life, natural environment, and economic activity. It can become a tourist attraction in the village. The socio-cultural life with a variety of housing (home and shelter), the ethnic costume (clothing, dress, garment), the culinary (food and beverage), the art, the tradition, the values or norms and its dynamics of life can be promoted to provide added value and prosperity to the people.

The potential of natural resources such as mountains, beaches, lakes, sea, valleys, rivers, can be used for exploration, sports or adventure. The potential economic of such agribusiness (agriculture, forestry, fishery, husbandry, and

forestry), home industry, or other supporting sectors in the village, becomes a value added to tourism. All the potential economic can move into the economic activity driven by the complex factors, the demand-supply, the internal-external influences, the creation-innovation, the leadership, and the organization, as well as the dynamics of the village life. Tourism economic cluster begins from this condition adjusted by the situations of the village (Nugroho and Negara, 2015).

At the local level, various interests of local people, operators, tourists, local government authorities, or national park officials meet to create interactions one another. The inability to communicate, coordinate or the difference of understanding about ecotourism are usually found. These can create uncertainty about the limits of the authority, rights, and obligations. As a result, it often makes a problem or conflict. This situation can threaten the conservation and the sustainability of the ecotourism services management.

THE DEVELOPMENT OF ECOTOURISM

The ecotourism activities need to be continuously developed. The potential of 53 national parks have not been fully realized, particularly outside the Java Island, where the local people have not enjoyed the prosperity righteously. At the same time, environmental and social factors are also relatively vulnerable to risk the market economy in the form of resource exploitation of the biological diversity.

A critical position of ecotourism development policy is the level of implementation in the local area. At the local level, the objects of providing the ecotourism services and the demand of visitors meet. Ecotourism business service faces constraints as found on the other business. However, the ecotourism services need to more seriously manage to produce positive added value for environmental conservation and cultural activities in the village.

1. Local capacity development

Local people need to be empowered by composing their needs with a partnership of the NGOs, a supervision of national park and support of the local government. These needs are then accommodated in forest conservation programs and the development of sustainable ecotourism

services.

The experience of ecotourism Non-Government Organization (NGO) Indecon showed that it took over two years for mentoring the local people of Tangkahan, in the Gunung Leuser National Park so that they can independently interact with visitors and tour operators. Even the local people are able to become the forefront of conservation efforts, while in the past they were involved in the illegal logging activity.

Currently, the needs and economic life of the people in Tangkahan are sourced from ecotourism products and services, plantations and other supporting activities. The needs of local capacity to support sustainable tourism management include organization, leadership, product innovation, and entrepreneurship (Nugroho and Negara, 2013). It will guide the conservation management against the threats such as abuse of authority, conflict of interest, and distortion.

2. Infrastructure

The condition of infrastructure which is close to the ecotourism destination frequently has not been adequate. Approaching in national parks or villages usually has not been satisfactory. Sometimes roads are damaged or mudslides in the rainy season. There are also tourists who should pass through the river's pathway to the National Park (especially outside Java). The public transportation to travel at night is regularly not available. Therefore, visitors should plan the schedule of their trips precisely. The public transportation in Bromo Tengger Semeru national park joins together with the traders' lane (Nugroho and Negara, 2015). However, in general, the two-wheeled motorcycle transport more freely in delivering visitors to anywhere although the aspect of safety and comfort is less assured.

The constraints of access to the national parks are not a simple problem. It also correlates with a low number of visitors. More and more visitors, it naturally invites an infrastructure investment. These challenges reveal opportunities for transport instruments by the local people. It can be trail motor, mountain bike, horse, motorboat or other, which is leased to visitors with attention in aspects of comfort, safety and environmental conservation.

3. The Government

The tourism policy in Indonesia refers to a relationship between industries and implementation of organization functions. Industrial relations are indicated by linkages of tourism service with other sectors such as forestry, urban, education, and infrastructure. While the relationship of organization function refers to the functions of planning, action, and controlling (Table 2) (Nugroho, 2011).

The management of the tourism service industries is directly under the authority of the Ministry of Forestry and the Ministry of Tourism.

Both ministries are the leading sectors that execute management of sustainable tourism. Ministry of Home Affairs and Ministry of Village play a role in the efforts to coordinate and control the flow of benefits to the community, local people and private sector; through spatial policy, investment procedures and other technical subjects. Coordination and alignments to the villagers become essential keys with the purpose of comfort and safety, discover a productively work culture and enjoy prosperity. When local people are failed to enjoy these benefits, conservation threats will usually occur.

Table 2. Classification of Relationships and Policy in Tourism

Industrial relations	The Functional Relationships of the Organization		
	Planning	Implementing (<i>do and action</i>)	Control/monitoring (<i>check</i>)
Upstream	Ministry of Nat Dev Planning, Ministry of Econ Affairs, Ministry of Defence	Ministry of Civil Work, Ministry of Finance, Ministry of Higher Education	-
Main	Ministry of Home Affairs, Ministry of Civil Work	Ministry of Forestry, Ministry of Tourism, Ministry of Village	Ministry of Forestry, Ministry of Home Affairs
Downstream	-	Ministry of Agriculture, Ministry of Fishery, Ministry of Energy, Ministry of Home Affairs, Ministry of Trade and Industry	National Armed Forces, Police, Ministry of Justice, Attorney General

4. Integration of promotion

Promotional efforts in developing ecotourism can be directed in two categories, namely (i) promotion of tourist products and services and (ii) development interests of travellers. Promotional efforts can be implemented by developing a potential price, position, and product of tourism service. This potential is seen to represent the supply side or characteristics of ecotourism products and services. This promotion is a standard way to introduce something that is unique or typical to prospective travellers broadly. Though less effective, this promotion is a way to build and maintain a positive image about the conservation of the environment.

In the world of tourism, Bali is better known than Indonesia. Why? It associates with the information about Bali in the aspect of culture and environment which is more widespread and positive rather than Indonesia as a whole. The information related to Bali is found in many places around the world. This figure shows that Bali has better positioning than Indonesia. The name of Bali is

integrated with the names of cities and tourist attractions in the world. The development of ecotourism services in a region needs to follow as Bali's positioning. This marketing strategy requires the support of product development, market segmentation, and marketing technology (Nugroho and Negara, 2015).

5. Product development

Every tourism destination should emphasize excellence of its products and services. These products include (Manurung, 2002): (i) the sights and attractions of the environment and culture, (ii) the benefits landscape, (iii) the accommodation and facilities of support services, (iii) the equipment and supplies, (iv) the education and skills, (v) the awards and appreciation. Excellent products should meet the criteria as follow: unique, original and distinctive that cannot be found elsewhere, with stylish packaging, safe and healthy. Tourists are served comfortably and memorable; feeling happy to stay in the village. For example, travellers are pleased with the local culinary specialties. The local food or drink provides sensation and attraction of

tourism as being a symbol of culture (Sims, 2009). The local people need to learn the packaging of a product according to the tastes of tourists.

The development direction of ecotourism products and services is at the activities of interpretation. Interpretation is the understanding of an object, so that visitor is capable of reacting and showing a positive relationship between man and nature. Creating those relationships positively needs an interpreter, who serves as an interpreter and identifiers of the object visited. The activities of interpretation are born on the fifth product, namely education, and skills (Nugroho, 2007).

CONCLUSION AND SUGGESTION

An ecotourism services activity in the village can be a solution of problems in agricultural development. Local people who are able to conduct the business venture of ecotourism services will enjoy prosperity. In turn, this will generate incentives to conserve the agricultural production system, values, and cultural traditions as well as environmental conservation.

The planning of ecotourism requires the integration of macro, ecosystem and local level. Planning at the macro level gives legality to the operation management of the ecosystem and local level. Planning at the ecosystem level considers a vision of environmental and cultural conservation and coordinates the regional management of tourism destination area. Planning at the local level establishes quality management services, builds participation and empowers the local people.

The development of ecotourism services in the village deals with efforts (i) developing the local capacity to increase empowerment in the management of tourism services, (ii) developing the infrastructure to improve access and ensure environmental conservation, (iii) building governance and coordination at national to local level which ensures alignments to the local people so that they obtain a positive experience and well-being, (iv) integrating the promotion and positioning of tourism (such as Bali), through product development, market segmentation, and marketing technology, and (v) developing products at point to interpretation and education in order to

provide experience and education of cultural and environmental conservation to the tourists.

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