

IMPLEMENTATION OF REGIONAL REGULATION NUMBER 11 OF 2016 CONCERNING DEVELOPMENT MASTERPLAN REGIONAL TOURISM

ABSTRACT

The research approach used was qualitative method with descriptive research method and the research procedure was conducted by observation and interview to informants. The data analysis technique used is the interactive analysis of the Miles and Huberman model. The results showed that (1) the implementation of Regional Regulation Number 11 of 2016 concerning the Regional Tourism Development Master Plan at BentengOtanaha tourist attraction in Gorontalo City aims to develop a sustainable tourism sector and increase local economic potential. This policy covers various aspects, from infrastructure development, cultural heritage preservation, to tourism promotion. Despite experiencing challenges, especially during the COVID-19 pandemic, strategic measures such as improving accessibility and cooperation between various related agencies are expected to maximise the tourism potential of Fort Otanaha as a leading destination. At the planning stage, various tourism development strategies and programmes were prepared to increase tourist attractiveness. Furthermore, in implementation, various initiatives are carried out, such as infrastructure development and human resource training. Monitoring and evaluation were conducted to ensure conformity between plan and realisation, as well as to identify any obstacles that arose. Despite challenges, collaborative efforts between relevant agencies contribute to sustainable tourism development. (2) The successful implementation of Regional Regulation No. 11/2016 at Fort Otanaha is influenced by several factors, namely the standard factor and policy objectives are good because they provide clear direction in implementation. However, resources are still considered quite good, but need to be improved, especially in terms of budget and HR training. The characteristics of the implementing organisation show quite responsive criteria, but still need improvement in the speed of adaptation to change. Communication between implementing organisations is good, but needs to be more intensive to reduce overlap. Attitudes of implementers are good, but there is a need for increased motivation. And the external environment must be addressed so as not to hinder progress, especially related to political and social conditions that affect budget allocations.

Keywords: [Tourism; Perda; Master Plan; Otanaha]

1. INTRODUCTION

[Public administration functions as a driving force that ensures that tourism development policies can provide optimal economic, social, and cultural benefits for the community (Hajar, 2022). According to Ni'mah (2016) that tourism

has a broad *multiplier effect*, so that it can increase regional income through local taxes and levies and can also increase people's per capita income. Tourism development is increasingly essential or important, especially for the economy, for example in terms of employment and the creation of new business fields, which in turn will have an impact on increasing the economy of the community itself (Suardana, 2018). Suwanto (2014) stated that there are 5 main elements that must exist in a tourist destination such as objects and tourist attractions, tourism infrastructure, infrastructure, and conditions of the community or environment.

Based on the Law of the Republic of Indonesia No. 10 of 2009 concerning tourism, Indonesia's natural wealth needs to be utilised optimally through the implementation of tourism which is intended to increase national income, expand and equalise business opportunities and employment, encourage regional development, introduce and utilise tourist attractions and destinations in Indonesia and foster a sense of love for the country and accelerate friendship between nations (Teguh and Avenzora, 2013). Tourism development policy is a series of decisions and actions taken by the government to encourage the growth and sustainability of the tourism sector (Hernawan&Pratidina, 2015). The government seeks to create a conducive investment climate for the tourism sector by providing incentives for investors, simplifying licensing, and ensuring the safety and comfort of tourists (Arliman, 2018). This policy must be formulated by considering various aspects such as market needs, global tourism trends, and local conditions and potential so that tourism becomes sustainable (Qodriyatun, 2019).

Government Regulation of the Republic of Indonesia Number 50 of 2011 concerning the National Tourism Development Master Plan Year 2010 - 2025 provides a framework for the development of national tourism within the specified period. In the context of national tourism development, it is important to identify and develop tourism potentials that exist in various regions in Indonesia, including in Gorontalo Province. The National Tourism Development Master Plan provides direction for the central and local governments in formulating sustainable tourism development policies and programmes. Gorontalo Province Regional Regulation No. 2 of 2019 concerning the 2019-2025 Regional Tourism Development Master Plan sets priorities for tourism development at the provincial level. Gorontalo Province has unique and diverse tourism potential, including historical and cultural wealth such as Fort Otanaha. In the Regional Tourism Development Master Plan, Fort Otanaha may be identified as one of the tourism objects that need to be empowered to increase tourist visits and provide a positive economic impact for the local community. As well as Gorontalo City Regional Regulation No. 11 of 2016 concerning the regional tourism development master plan 2016 - 2026 is more specific regarding tourism development at the city level. In this case, Fort Otanaha is identified as one of the tourism potentials that must be managed and developed properly by the city government. The Gorontalo City Regional Tourism Development Master Plan provides guidelines for the city government in formulating policies, programmes, and strategic measures to increase the tourist attractiveness of Gorontalo City, including through the development of historical attractions such as Fort Otanaha.

Tourism policy must be carried out with various efforts, such as collaboration between stakeholders so that tourism can provide more positive benefits for a government area and the community in it (Afrisal, 2022). Fort Otanaha has a rich historical value. Built in the 16th century by the Kingdom of Gorontalo, the fort is one of the glorious examples of ancient defence architecture. Known as a symbol of the strength and courage of the Gorontalo people against the invaders, the fort has a strong symbolic value to the local community and is an integral part of their cultural identity. In addition, Fort Otanaha also has the potential to become a significant tourist attraction, attracting local and foreign tourists who are interested in the history and beauty of traditional architecture. The opportunity to develop Fort Otanaha as a sustainable tourist attraction is also enormous. Gorontalo Province has shown a commitment to improving the tourism industry as one of the main pillars of regional economic development. With support from the central and local governments, as well as active participation from local communities, there is an opportunity to develop better tourism infrastructure around the fort, including improved accessibility, construction of supporting facilities, and wider promotion. The development of Fort Otanaha as a tourist attraction can provide significant economic benefits to the local community. With the increasing number of tourists visiting, there will be opportunities for the development of local tourism industries, such as hotels, restaurants, and souvenir shops. This can create new jobs and increase the income of the surrounding community.

Inadequate infrastructure issues such as roads, transport, and public facilities are often the main obstacles (Erlangga et al., 2023). Taslim, (2018) said that Otanaha Fort has significant attractions in terms of the scenery and tourist attractions offered, including beautiful natural panoramas, views of Lake Limboto, sunset, sunrise, fort stairs, cultural performances, and green hills. However, this is inversely proportional to the availability of existing facilities and maintenance, especially the issue of minimal cleanliness, which is one of the important factors of tourist comfort. Jupir (2018) concluded that the implementation of tourism development policies is more likely to use a top-down approach, which limits community participation. In addition, the performance of policy implementers has not been optimal, limited human resources, and strong sectoral egos hinder effective coordination and communication. Social, economic, and political environmental factors also hinder effective policy implementation. Hermawan and Pratidina (2015) added that tourism development faces problems of limited human resources, inadequate infrastructure, and suboptimal cross-agency coordination.

Despite its great potential, the development of Fort Otanaha as a tourist attraction still faces a number of challenges. One of the main challenges is the lack of supporting infrastructure and facilities around the fort. Poor accessibility, lack of

parking spaces, and inadequate public facilities can reduce the attractiveness and convenience for visiting tourists. In addition, the lack of effective promotion and marketing can also limit the number of visits to this fort, especially from foreign tourists. The development of Fort Otanaha must be done with attention to the preservation of cultural heritage and the environment. The preservation of this centuries-old fort should be a top priority, ensuring that development efforts are carried out with due regard to historical, cultural and environmental values.]

2. MATERIAL AND METHODS

[This research was conducted at the Gorontalo City Government. The reason for choosing the location is because Gorontalo City is developing its tourism sector as part of efforts to improve the local economy, especially cultural and historical tours that have historical value that can attract interest from visitors or tourists. The time used to conduct this research is from May 2024 to October 2024.]

3. RESULTS AND DISCUSSION

[3.1 Description of Research Results

3.1.1 Exposure to the implementation of regional regulation number 11 Year 2016

a. Planning

The development of Fort Otanaha as a cultural tourism destination faces complex challenges, particularly in terms of budget and policy priorities. However, with cross-sectoral cooperation, the involvement of academics, and support from the central government, the development of this area is still going according to plan. Although the tourism sector is not yet a top priority in Gorontalo City's RPJMD, strategic steps to improve the attractiveness and infrastructure of Otanaha Fort are being pursued. In the future, it is expected that the management of Fort Otanaha can make a more significant contribution to Gorontalo City's PAD and encourage the growth of the regional tourism sector. So that there is a collaborative planning effort between the local government, academics, and the local community in developing Otanaha Fort as a strategic cultural tourism destination to increase Regional Original Revenue (PAD), despite facing various obstacles and challenges.

b. Implementation

Coordination between related agencies, such as the Tourism Office, Bappeda, and academics, needs to be strengthened to be more efficient in achieving tourism development targets. Although there have been efforts to involve academics in the research and narration of cultural heritage at Fort Otanaha, as well as efforts to propose Fort Otanaha as part of the National Geopark, synergy between parties needs to be improved. In addition, efforts to change the mindset of the local community to be more supportive of tourism development are important. Community empowerment through creative economic programmes, such as the development of small and medium enterprises (MSMEs) linked to tourism, is one solution that can be adopted from examples of success elsewhere, such as on Mount Rinjani. Thus, better synergy between the government, community and academia, as well as increased budget allocations, are expected to accelerate the implementation of the tourism masterplan in Fort Otanaha.

c. Monitoring and Evaluation

Monitoring and evaluation mechanisms are carried out regularly and periodically, through written reports, field monitoring, and annual evaluations to measure programme achievements from various aspects. The aspects assessed include the number of tourist visits, facility development, as well as the economic impact on local communities. One of the main challenges faced in this monitoring process is the low awareness of the local community regarding the preservation and maintenance of Fort Otanaha. Some community behaviours that are less supportive of the preservation of the site, such as placing unsightly items around the fort, show that there is still a lot of work to be done in terms of socialisation and community engagement. The informants emphasised that active community involvement in maintaining and utilising the site is an important element that has not been fully achieved. Although regular supervision is conducted, optimal implementation is still constrained by these issues.

3.1.2 Exposure to factors that determine the implementation of regional regulation number 11 of 2016

a. Policy Standards and Objectives Factor

These standards already provide good guidance in directing tourism development, particularly at Fort Otanaha as a historical and cultural tourism destination. However, there are some challenges in their implementation in the field that require further adjustments. One of the main challenges is the adjustment of targets, especially regarding the number of tourist visits, with the availability of existing facilities. Although the standards set are quite clear, field conditions often require flexibility in the application of the policy so that the objectives to be achieved remain realistic and in accordance with the capabilities of the available resources. For example, targets that are too high without being supported by adequate infrastructure and facilities may affect the quality of service and tourist experience, thus impacting the achievement of policy objectives.

b. Resources

Resources, both in the form of funds and labour, are key factors that greatly influence the success of local regulation implementation. The current resource allocation is still very limited and insufficient to optimally support policy implementation. Limited funds are the main obstacle in developing tourism infrastructure and implementing planned programmes. This limited budget allocation has an impact on the government's ability to repair and maintain existing tourist facilities. The number of existing labourers, although competent, is still far from adequate to handle all aspects of tourism management at Fort Otanaha. The need for additional personnel, especially in the technical and digital management fields, is increasingly urgent so that tourism management can run more effectively and efficiently.

c. Characteristics of the Implementing Organisation

The existing organisational structure is supportive, but still requires capacity building, both in terms of human resources, coordination mechanisms, and adaptability to challenges that arise in the implementation of the regional tourism development master plan policy at the Otanaha fort tourist attraction in Gorontalo City. The capacity of human resources involved in policy implementation must be improved, especially in terms of project management, technical tourism management, and the ability to coordinate across sectors. This capacity building is considered important so that staff and personnel in the field can carry out tasks more effectively and efficiently, and are able to respond to various challenges that arise during policy implementation.

d. Communication between Implementing Organisations

Communication between implementing organisations plays an important role in the successful implementation of Regional Regulation No. 11/2016 on Regional Tourism Development Master Plan, especially on Fort Otanaha tourist attraction in Gorontalo City. Although communication has been running quite well, there are several obstacles that need to be overcome to improve the effectiveness of policy implementation. The main challenge in communication is the difference in perceptions and priorities between implementing agencies. These differences often result in miscommunication that can slow down the policy implementation process. This obstacle arises because each agency has different focuses and objectives, as well as the busyness and limited resources of each. To overcome this problem, several solutions have been implemented, such as regular coordination meetings, the preparation of clearer communication guidelines, and the formation of more responsive work teams.

e. Organiser's attitude

Implementers in various related agencies realise the importance of developing Otanaha Fort as one of Gorontalo's tourism icons. This attitude shows a commitment to implementing the local regulation, which can be seen from the government's efforts in providing training and awards for outstanding implementers. In addition, incentives and performance allowances are also applied to motivate implementers to be more enthusiastic and comply with the set targets. The attitude and commitment of the implementers are important foundations in the implementation of the tourism regulation in Fort Otanaha. However, for this process to run more smoothly, additional measures are needed to motivate the implementers and increase community participation. Increased resources, both incentives for implementers and community engagement, will be key factors to ensure the long-term success of tourism development at Fort Otanaha.

f. External Environment (political, social, economic)

External factors are critical in determining the successful implementation of Local Regulation No. 11/2016 related to tourism development of Fort Otanaha. The success of this programme is highly dependent on consistent political support, improved community awareness and participation, and economic stability that is able to provide sustainable budgets and programmes. Strategic efforts such as education, training, political lobbying, and adaptation to economic changes need to be continuously carried out to overcome challenges arising from the external environment, so that the development of Fort Otanaha tourism can run optimally and provide benefits to the community and the region.

3.1.3 Research Findings

The description of local revenue (PAD) related to Fort Otanaha is presented in the following graph:

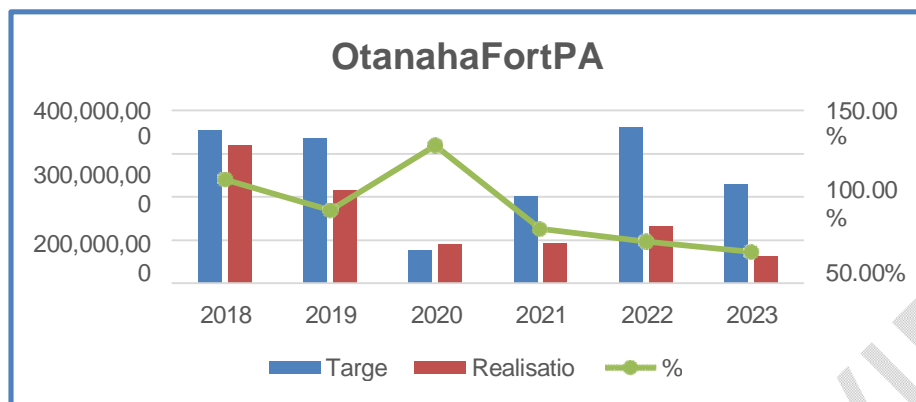


Figure 1: Trend of Gorontalo City PAD related to Fort Otanaha

Based on the graph above, it can be seen that the local revenue (PAD) sourced from the Otanaha Fort tourist destination shows a significant fluctuation pattern in recent years. In 2018, this tourism sector managed to achieve a high level of effectiveness, which was 90.37% of the predetermined target. This shows a good performance in PAD achievement, with contributions that almost reach the desired figure. This optimal performance reflects the high tourist interest in the Otanaha Fort tourist destination and effective management by related parties, which succeeded in attracting visitors and generating considerable revenue.

However, in 2019, there was a drastic decline in BentengOtanaha's PAD achievement, with only 63.75% of the set target achieved. This decline is caused by various factors, including a decrease in the number of tourist visitors which can affect the regional revenue sector. The reduction in the number of tourists, both those coming from outside the region and domestically, indicates that there are obstacles in tourist attraction or other problems such as ineffective promotion or economic conditions that affect the purchasing power of visitors. This significant decline is a challenge for tourist destination managers to re-improve performance and attract more tourists in the following year.

In 2020, although there was a spike in PAD achievement, with the effectiveness rate reaching 119.40%, the figure actually reflected a significant drop in PAD target, rather than an excellent achievement. The drop in target was due to the Covid-19 pandemic, which forced the government to adjust its revenue expectations. The PAD target, which was originally in the range of IDR 200,000,000 to IDR 350,000,000, was lowered to only IDR 75,000,000 due to the impact of the pandemic on the tourism sector. While the 119.40 per centachievement is positive, it does not fully reflect the success of the tourism sector, but rather the result of the reduced target that was adjusted to the emergency conditions during the pandemic. After the pandemic, despite the decline, the stability and consistency of Fort Otanaha's tourism revenue remains a major concern in the management of the tourism sector.

In 2021 to 2023, although the target was readjusted, BentengOtanaha's PAD continued to show a consistent decline. In 2021, the effectiveness of PAD achievement was recorded at 47.22%, followed by a further decline in 2022 to 36.53%, and another decline in 2023 to 27.31%. This decline illustrates the major challenges in recovering the tourism sector after the pandemic, as well as the possibility of reduced visitor interest or other external factors, such as infrastructure issues and less than optimal promotion. In addition, reduced tourism events or activities may also contribute to low tourist arrivals, which in turn affects the achievement of PAD. Therefore, there is a need for better evaluation and planning to increase the attractiveness of Fort Otanaha as a leading tourist destination, as well as more effective strategies to boost local revenue in the future.

3.2 DISCUSSION

3.2.1 Implementation of regional regulation number 11 of 2016 concerning regional tourism development master plan at Otanaha fort tourist attraction Gorontalo City

The results of each sub-focus on the implementation of regional regulation number 11 of 2016 concerning the regional tourism development master plan at the Otanaha fort tourist attraction in Gorontalo City are described below:

a. Planning

Planning in the implementation of Regional Regulation No. 11/2016 focuses on developing strategies to maximise the potential of the Otanaha Fort tourist attraction. This master plan includes an in-depth analysis of the current conditions, both in terms of infrastructure and available attractions. Through this study, various aspects such as facilities and infrastructure development needs, accessibility, and tourism promotion have been identified to improve tourist attraction. Community involvement in planning is also very important, so that the resulting plan can reflect local aspirations and contribute to the welfare of local communities.

In addition, planning includes setting short-term and long-term goals in sustainable tourism development. This is done by involving various stakeholders, including local governments, communities, and tourism industry players. Workshop activities and public discussions were held to explore input from the community, so that the resulting plan can be more relevant and applicable. With the active participation of various parties, it is hoped that this master plan will not only focus on economic aspects, but also on preserving the culture and environment around Fort Otanaha.

The master plan also emphasises the importance of developing competent human resources in tourism. Training and education for local communities needs to be conducted so that they are prepared to play a role in tourism development, both as tour guides and in the management of tourism businesses. This capacity building will ensure that communities are not just spectators, but also active actors in tourism-based economic development. With an integrated and collaborative planning strategy, the implementation of Local Regulation No. 11/2016 is expected to provide optimal results for the Fort Otanaha tourist attraction.

Planning is a crucial first step in any development process, including in the Regional Tourism Development Master Plan (RIPPARDA). The urgency of planning lies in its ability to provide clear direction and objectives for tourism development in an area (Kurniawan et al., 2020; Rahmawati et al., 2022). In a well-thought-out plan, various factors such as resource potential, community needs, and tourism market trends are comprehensively analysed. This not only helps in minimising the risk of failure, but also ensures that all stakeholders have the same understanding of the vision and mission to be achieved. With good planning, budgets can be allocated efficiently, activities can be scheduled appropriately, and human resources can be trained to meet the needs of the industry. This whole process will create a strong foundation for successful implementation and management of tourism in the future.

b. Implementation

The implementation of Regional Regulation No. 11/2016 involves a series of concrete activities designed to realise the development plan. These activities include the development of supporting infrastructure, such as access roads, parking facilities, and rest areas for visitors. The development of this infrastructure aims to improve visitors' comfort and experience when travelling to Fort Otanaha. In addition, related parties should also conduct more aggressive promotions to attract tourists, both local and from outside the region, by utilising social media and other digital platforms.

Implementation is the stage where the plans that have been developed are implemented in real practice. The importance of implementation lies in its ability to transform theories and strategies into concrete actions that communities and tourists can benefit from. During this stage, planned programmes and projects, such as tourist infrastructure development, local product development, and human resource training, are put into operation. Effective implementation will drive economic growth, create jobs, and increase the attractiveness of an area as a tourist destination (Sari et al., 2021; Nugraha et al., 2023). In addition, implementation that involves local communities can also build a sense of ownership and responsibility for the sustainability of tourism, thereby creating a positive climate for the future development of this sector. Without good implementation, the plans that have been developed will not produce the expected results.

c. Monitoring/evaluation

Supervision and evaluation are important aspects in the implementation of Regional Regulation No. 11/2016 to ensure that all plans and activities that have been set are running as expected. In the context of BentengOtanaha tourist attraction, supervision is carried out by the Tourism Office and other related institutions to monitor the implementation of infrastructure development activities and tourism promotion. Through a strict supervision mechanism, any developments in the development project can be recorded and analysed, so that any deviations can be followed up immediately.

Furthermore, the results of such monitoring and evaluation should be shared with all stakeholders, including local communities. Transparency in the evaluation report will create trust and increase community participation in tourism development programmes. The community is expected to provide constructive input based on the evaluation results, so that the development of the Otanaha Fort tourist attraction can be carried out in a sustainable manner and orientated

towards the common interest. With effective monitoring and evaluation, the implementation of Local Regulation No. 11/2016 can achieve more optimal tourism development goals.

Monitoring and evaluation has a very important role in ensuring that the implementation of the Regional Tourism Development Master Plan goes according to plan and achieves the desired goals. The importance of supervision lies in its ability to regularly monitor the implementation of programmes and activities, so that any problems or deviations can be detected early and addressed effectively. Meanwhile, evaluation serves to assess the impact and effectiveness of the activities that have been carried out. Evaluation results provide important information about the success or failure of a programme, as well as aspects that need to be improved or further developed. This process also provides valuable feedback for future planning, so that better strategies can be developed that are relevant to actual conditions (Halim et al., 2020; Susanto & Sari, 2021). With good monitoring and evaluation, the sustainability and quality of tourism development can be maintained, providing long-term benefits for the community and the environment.

This result is in accordance with the opinion of Yunus (2014), policy implementation can be divided into three main sub-focuses: planning, implementation, and monitoring. In the planning stage, the Gorontalo City government developed a master plan that includes goals, objectives, and strategies for tourism development in Fort Otanaha. This plan includes analysis of tourism potential, identification of infrastructure needs, and promotion strategies. Furthermore, at the implementation stage, the plan that has been prepared is translated into concrete actions, such as the construction of tourist facilities, provision of services, and training for tourism workers. This implementation requires cross-sectoral cooperation as well as the allocation of adequate resources. Finally, the monitoring stage aims to ensure that all programmes and activities are carried out in accordance with the plans that have been set, and to evaluate the success of the policy implementation. Supervision also includes policy adjustments if there are changes in conditions or unforeseen obstacles, so that tourism development goals can be achieved. The essence of tourism development is also to increase local revenue, where this local revenue or finance must be managed properly. Aneta et al., (2024) said that regional finances must be managed properly for the progress of an area.

Yunus (2014) said that policy planning is a very crucial early stage in the management process, because this is where the direction and objectives of the policy are designed. In this stage, the party designing the policy determines the vision, mission and goals to be achieved and determines the strategic steps to achieve these goals. The planning process includes problem identification, data analysis, and the determination of strategies that are appropriate to the resources and conditions of the organisation. Good planning not only considers current conditions but also plans for the future with certain assumptions that allow policies to be adaptive to changes in the external environment. Therefore, policy planning requires careful planning in order to provide clear direction for future policy implementation and evaluation.

Implementation or policy implementation is the stage where the plans that have been prepared begin to be carried out. At this stage, policy implementation includes various activities needed to implement planned strategies, allocate resources, and ensure that all relevant parties carry out their duties in accordance with the plan. Effective implementation depends on clarity of procedures, good coordination among relevant parties, and the ability to adapt to conditions in the field. The implementation process is often faced with challenges, such as limited resources or resistance from the parties involved. Therefore, it is important to have a system that supports problem solving and allows flexibility in implementation so that policy objectives are optimally achieved.

Monitoring and evaluation is the final stage in the policy management cycle, which aims to assess the extent to which the implemented policy has achieved the desired targets. Monitoring involves periodic monitoring of policy implementation to ensure that the process is in line with the plan. Evaluation is carried out to assess the effectiveness and efficiency of the policy by comparing actual results with the targets set in the initial plan. Through evaluation, it can be identified whether there are gaps between goals and achievements that need to be corrected. Evaluation results are also useful for providing feedback in decision-making for policy improvement or even in the design of new policies, making monitoring and evaluation an important tool to ensure the sustainability of good policies.

3.2.2 Factors that determine the implementation of regional regulation number 11 of 2016 concerning regional tourism development master plan at Otanaha fort tourist attraction Gorontalo City

The results of each sub-focus on the implementation of regional regulation number 11 of 2016 concerning the regional tourism development master plan at the Otanaha fort tourist attraction in Gorontalo City are described below:

a. Policy standards and objectives

Policy standards and objectives are fundamental factors in the implementation of Local Regulation No. 11/2016. This policy sets clear directions and goals for tourism development in Fort Otanaha. By setting specific, measurable,

achievable, relevant, and time-bound (SMART) objectives, all stakeholders can work towards the same vision. The success of policy implementation largely depends on how clear and relevant the standards set are. When policy objectives are unclear or difficult to understand, confusion will arise among implementers and the public, which may result in low motivation to achieve the objectives.

The importance of standards and policy objectives in the implementation of RIPPARDA is very high because clear standards provide a frame of reference for all parties involved, so that every step taken can be directed to achieve the desired goals. Good standards and objectives also serve as a measuring tool to evaluate the success of a programme. Without clear standards, it is difficult to determine whether or not tourism development goals are being achieved, which in turn can affect future resource allocation and decision-making (Dewi et al., 2020; Mukhlis, 2021).

b. Resources

Resources are a key factor in the successful implementation of Regional Regulation No. 11/2016. The resources in question include human, financial, and physical resources needed to support various tourism development activities at Fort Otanaha. The availability of skilled and experienced human resources is essential to ensure that development programmes can be executed well. Training and education for the local community also needs to be considered to increase their capacity and knowledge in tourism.

In addition, adequate financial resources are necessary to fund the various development initiatives that have been planned. The allocated budget should be sufficient to support activities such as infrastructure development, tourism promotion, and training activities. Insufficient funding can hamper the implementation of the plan and reduce the expected positive impact. Therefore, it is important for local and provincial governments to seek alternative sources of funding, including cooperation with the private sector and international donors, to optimise tourism development.

Physical resources, such as good infrastructure, also determine the implementation of this policy. Accessibility to tourist attractions, road quality, and supporting facilities such as parking and rest areas must be considered. Good infrastructure will increase visitor comfort and encourage them to return. Thus, the development and management of efficient and effective resources will greatly influence the successful implementation of Regional Regulation No. 11/2016 and provide benefits to all parties involved.

Resources, both human and material, are critical factors that support the successful implementation of RIPPARDA. Without adequate resources, the implementation of tourism development plans will be hampered. Trained and competent human resources are necessary to effectively manage and execute tourism programmes. In addition, sufficient financial support ensures that supporting infrastructure and facilities can be built and maintained properly. Research shows that regions that have sufficient resources can implement tourism development programmes more successfully than those that lack resources (Astuti et al., 2019; Wijaya, 2022).

c. Characteristics of the implementing organisation

The characteristics of the implementing organisation play an important role in the implementation of Regional Regulation No. 11/2016. Organisations involved in tourism development at Fort Otanaha, such as the Tourism Office, must have a clear structure and defined functions to support policy implementation. Clarity in the organisational structure facilitates the division of tasks and responsibilities, so that each member can contribute optimally. In addition, the organisation should have a culture that supports innovation and collaboration among members to create creative solutions to the various challenges faced.

Furthermore, the level of professionalism and commitment of the personnel working in the organisation also greatly affects the success of implementation. Staff who are experienced and have in-depth knowledge of tourism management will be able to implement the plan more effectively. Therefore, it is important to conduct capacity building through training and education for staff so that they have the required skills. In addition, community involvement in the decision-making process can increase the legitimacy of the policy and create a greater sense of ownership of the programme.

The characteristics of the implementing organisation also play an important role in the successful implementation of RIPPARDA. Organisations that have a clear structure, good work culture, and high adaptability tend to be more effective in implementing the plans that have been prepared. This is because a good organisation can encourage collaboration among its members, facilitate good communication, and increase commitment to common goals. Research shows that organisations with these characteristics are able to better overcome challenges and take advantage of opportunities in tourism development (Halim & Siti, 2020; Tanjung, 2021).

d. Communication between implementing organisations

Communication between implementing organisations is a critical factor that determines the successful implementation of Regional Regulation No. 11/2016. Good coordination among the various agencies and institutions involved in tourism development, such as the Tourism Office, Bappeda, and other related institutions, will ensure that all parties have the same understanding of the objectives and plans. With open and effective communication, problems that arise during the implementation process can be resolved quickly, and necessary steps can be taken in a timely manner.

The urgency of communication between implementing organisations is crucial in the implementation of RIPPARDA. Effective communication facilitates the exchange of information necessary for successful collaboration between the various parties involved in tourism development. With good communication, stakeholders can understand each other's roles, reduce the risk of misunderstanding, and improve coordination in the implementation of the plan. Research states that good communication between organisations can improve the efficiency and effectiveness of tourism programme implementation (Susanto & Widiastuti, 2020; Putri et al., 2021).

Yakobu et al (2024) said that in the Information factor, local governments should consider developing a *Tourism Information Centre* (TIC) as an effort to improve tourist information services. With the *Tourism Information Centre* (TIC), it is hoped that a more enjoyable and informative tourist experience will be created for visitors.

e. Implementer attitude

The attitude of implementers is an important factor that can influence the successful implementation of Regional Regulation No. 11/2016. The positive attitude of the implementers, including civil servants and other related parties, will contribute to the effectiveness of the implementation of the established plan. When implementers have commitment and dedication to tourism development goals, they are likely to work more diligently and creatively in finding solutions to the challenges faced. Conversely, a negative or apathetic attitude can hinder progress and lead to a lack of participation in policy implementation.

Implementers' attitudes have a significant impact on the successful implementation of RIPPARDA. Positive attitudes, such as commitment, motivation, and responsibility, contribute to the morale and productivity of implementers in running tourism programmes. When implementers have good attitudes, they will be more proactive in finding solutions and innovating to overcome challenges that arise. Research shows that positive implementer attitudes have a direct effect on the performance and outcomes of tourism policy implementation (Ningsih, 2021; Setiawan et al., 2022).

f. External environment (political, social, economic)

The external environment has a significant impact on the implementation of Regional Regulation No. 11/2016. Political factors, such as central and local government policies, strongly influence the direction and support for tourism development. Supportive policies can accelerate the implementation of existing plans, while incompatible policies can create obstacles. Therefore, it is important to create good communication between local and central government to ensure that the policies set are mutually supportive and harmonious in achieving tourism development goals.

Social factors also play an important role in policy implementation. The community around the Otanaha Fort tourist attraction should be involved in the decision-making process so that they feel ownership and contribute to tourism development. By increasing community awareness of the benefits of tourism for the local economy, it is expected that their support for existing policies will increase. In addition, community participation in tourism object management will also strengthen the sense of ownership and responsibility for the sustainability of tourism destinations.

On the economic side, regional economic conditions also affect the ability to implement policies. If the regional economy is in good shape, there will be more opportunities for tourism infrastructure investment and development. However, in difficult economic conditions, there can be a reduction in the budget and support available for tourism development. Therefore, there is a need for mitigation strategies to face this challenge, including the search for alternative funding sources and collaboration with the private sector. By paying attention to these external factors, it is expected that the implementation of Local Regulation No. 11/2016 can run well and contribute to the development of tourism in Fort Otanaha.

The external environment, including political, social, and economic factors, plays an equally important role in the successful implementation of RIPPARDA. Supportive political policies, social stability, and favourable economic conditions will create a conducive climate for tourism development. In addition, changes in the external environment can affect the prioritisation and allocation of resources for tourism development. Research shows that regions that are able to adapt to a dynamic external environment tend to be more successful in implementing tourism development plans (Wahyu & Anisa, 2022; Kurniawan et al., 2023).

These results are in line with the opinion of Tohopi et al. (2024) that sustainable tourism development requires collaboration, innovation, and integration of stakeholder interests, which is key in the implementation of the Regional Tourism Development Master Plan (RIPPARDA). The tourism sector is one of the opportunities to increase regional income. However, it experiences obstacles in the aspect of local culture that is still attached to the customs of the community, other things such as involvement and empowerment, education, technical guidance of the community that stands out in the service of tourist destinations. This encourages local governments to continue to develop the tourism sector in improving community welfare.]

4. CONCLUSION

[Based on the research results and conclusions described above, the suggestions for this research are as follows:

1. The Gorontalo City Tourism, Youth and Culture Office needs to increase collaboration with various parties to strengthen the implementation of Local Regulation No. 11/2016. This can be done by conducting training programmes to improve the competence of human resources in the tourism sector and strengthening the promotion of BentengOtanaha tourist attraction. In addition, it is important to conduct regular monitoring of policy implementation and collect input from the community and industry players to identify potential development and improvements needed in order to achieve sustainable tourism development goals.
2. The Gorontalo Provincial Tourism Office should support the implementation of Local Regulation No. 11/2016 by providing technical assistance and resources for tourism development in the area, especially at BentengOtanaha tourist attraction. They need to conduct more intensive coordination with the Gorontalo City Tourism Office and other stakeholders to ensure that all policies taken are in line and support the overall tourism development plan. Emphasis on strengthening inter-regional promotion networks is also important so that the tourist attraction of BentengOtanaha can be more widely recognised at the provincial and national levels.
3. Bappeda Gorontalo City is advised to be more active in formulating tourism development plans that are integrated with broader policies in the region. This includes assessing and analysing the impact of programmes that have been implemented, as well as evaluating the effectiveness of budget allocations for the tourism sector. Bappeda also needs to facilitate synergy between the Tourism Office and various community organisations, so as to create an inclusive plan and can optimise local resources in supporting the development of Otanaha Fort tourism as one of the leading destinations in Gorontalo City.
4. Bappeda of Gorontalo Province needs to provide greater support for the implementation of the Regional Tourism Development Master Plan, especially related to budget allocation and development prioritisation. Strengthening synergies between local and provincial policies should also be improved, so that existing tourism development strategies can be in line with the province's long-term development plan. In addition, it is important to conduct close supervision of the implementation of this policy to ensure that all programmes run according to plan and provide maximum benefits to local communities and the regional economy.
5. Academics are expected to play an active role in providing in-depth scientific studies related to tourism development in Fort Otanaha. Research and studies conducted by academics will be very useful in producing data-based recommendations for more effective tourism development policies and strategies. In addition, collaboration between academics and local governments needs to be enhanced to ensure that research results can be implemented in better policies and address existing challenges in the tourism sector. This also includes the development of community service programmes that can raise awareness of local tourism potential.
6. Pokdarwis is expected to play a more active role in tourism development at BentengOtanaha tourist attraction by prioritising local community participation. They need to strengthen their capacity through training and education on sustainable tourism management, so as to create a quality tourism experience for visitors. In addition, Pokdarwis should collaborate with the Tourism Office and related parties to conduct more effective promotion and marketing of attractions, as well as develop tourism products that prioritise culture and local wisdom to attract more visitors.
7. Communities around Fort Otanaha should be more involved in tourism activities to increase their income and welfare. Active participation in tourism development, such as becoming a tour guide, managing local businesses, or contributing to the promotion of attractions, can help maximise the benefits of tourism. Communities also need to realise the importance of cultural and environmental preservation to keep tourism attractions attractive and sustainable. That way, they are not only spectators, but also actors who contribute to the development of tourism in their area.
8. The tourist community is expected to appreciate and utilise the uniqueness and cultural richness offered by Fort Otanaha. By becoming aware tourists, they can contribute to the preservation of the environment and local culture. In addition, tourists are also encouraged to provide feedback to tourism managers regarding their experiences, so that managers can make necessary improvements and adjustments. By increasing this awareness, it is expected that the relationship between tourists and local communities will be more harmonious and mutually beneficial, thus providing a more memorable experience.

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