



GOVERNMENT'S ROLE IN DEVELOPING SUSTAINABLE TOURISM AT SANGIHE ISLAND REGENCY

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Abstract

Tourism is a leading sector and source of income for many local governments, including the government of Sangihe Islands Regency. Sustainable tourism development has been considered as a major factor in maintaining the environmental integrity, as well as social and economic equality of a region's tourist attractions. This study uses qualitative research, where the data collection was carried out by observation, documentation and interviews with the stakeholders of tourism in the regency, in particular the local Cultural and Tourism Office. Moreover, in this research, the potentials of the Sangihe Islands Regency were identified and categorized into three, namely Cultural, Natural and Maritime, and Nature Reserve tourism potentials. The local government's policies to improve and develop its sustainable tourism are then divided into four main aspects, which are the development of tourist destinations, tourism marketing, tourism industry, and tourism institutions. Lastly, the strengths, weaknesses, opportunities, and threats are identified in order to develop strategies that would support and improve the development of sustainable tourism in Sangihe Islands Regency.

Keywords: Sustainable Tourism, Potential, Strategy & Policy

INTRODUCTION

Rapid tourism development must be balanced with sustainable development. Sustainable development is mainly concerned about the protection and conservation of natural environment, while at the same time be able to improve the equality of the society's social balance and economic conditions.

Sustainable development in tourism is held through a dynamic process along with other sectors leading to improved quality and quantity of goods and services. Therefore, tourism objects need special attention from the government in terms of their development. Besides, they are natural wealth as well as portraits of areas that must be preserved and maintained to invite domestic and foreign tourists. This is very closely related to sustainable tourism development. Sustainable tourism focuses on the long term existence of local small businesses, particularly those related to the tourism industry. Weaver (2005)

explains that "sustainable tourism takes on a set of policies to ensure those small businesses to survive over a longer-term, that they continue to serve tourists, and it becomes a pillar for achieving a stable economic base for the community". To achieve these development goals, the development of the tourism sector is expected to maintain the sustainability of environmental ecosystems, while taking into account the local community's socio-cultural conditions, so that they can be maintained and can also be enjoyed by future generations.

One area in North Sulawesi that is experiencing tourism development is the Sangihe Islands Regency. This Regency is one of the districts in North Sulawesi Province, Indonesia, which has tremendous natural potential and wealth, land, oceans, rivers, mountains, waterfalls, scattered small islands, bays and beaches that offer various tourism activities nautical. The Sangihe Islands has an underwater volcano called Banua Wuhu and

nine diving sites. Various kinds of tourist attractions found in the Sangihe Islands Regency have attracted many local and foreign tourists to visit this area. Total visits of domestic tourists in 2013 amounted to 25,000 people and continued to grow each year, namely 2014 amounting to 26,500 people, 2015 amounting to 29,360 people, 2016 amounting to 30,000 people and 2017 amounting to 31,765 people. This also occurs in the number of foreign tourist visits in the Sangihe island district. In 2013, there were 500 people and continued to increase every year, namely in 2014 amounting to 525 people, 2015 amounting to 880 people, 2016 amounting to 1,910 people and 2017 amounting to 2,110 people.

The field of tourism is one source of income for the regional government in this regency. However, it is evident that in terms of sustainable tourism development, the cooperation and understanding between the community and the local government are still lacking. Sustainable development should focus on how the government minimizes environmental destruction without sacrificing growth in the tourism sector. This research is conducted in order to identify the tourism potentials in the Sangihe Islands Regency, to describe the government's efforts or policies in developing tourism in the Sangihe Islands Regency, and also to find out how the principles of sustainable tourism are implemented at the Sangihe Islands Regency.

LITERATURE REVIEW

Tourism development is a series of efforts to realize integration in the use of various tourism resources integrating all forms of aspects outside tourism that are directly or indirectly related to the continuity of tourism development. Swarbrooke (1996) divides several types of development, namely:

1. Overall with new goals, build attractions on sites that were not used as attractions.
2. New goals, building attractions on sites that have previously been used as attractions.
3. Overall new development in the presence of attractions built to attract more visitors and

to make these attractions reach a wider market, by gaining new market share.

4. New developments in the presence of attractions that aim to improve visitor facilities or anticipate increased secondary expenditure by visitors.
5. Creation of new activities or stages of activities that move from one place to another where such activities require modification of buildings and structures.

The rapid growth and spread of tourism around the world have resulted in its virtually universal integration into local and national development policies and plans. In some cases, of course, tourism may play only a limited role in development; in other cases, particularly in less developed countries, it may represent the only realistic choice according to Brown (1998).

Sustainable development is about protecting and conserving the planet's natural environment and promoting social equity and a degree of economic equality within and between nations. This can be conceptualized as a process of convergence, so the question of spatial scale is a necessary element in any serious thinking, and action, designed to make our world a better place (Blewitt, 2008).

The sustainable development concept provides a new discourse on the importance of preserving the natural environment in the future, future generations "development that meets the needs of the present without compromising the ability of future generations to meet their own needs." According to the Brundtland Report from the United Nations (1987), sustainable development is how to improve environmental destruction without sacrificing the needs of economic development and social justice.

According to the World Tourism Organization (2005), sustainable tourism is "Tourism that takes full account of its current and future economic, social and environmental impacts, addressing the needs of visitors, the industry, the environment, and host communities.

Tourism potential in the Sangihe archipelago is very promising. This encourages

local governments and business actors to be interested in developing tourism there as one of the priority sectors, especially in areas that have tourism potential. Through the concepts made by the regional government and business actors such as environmental preservation, socio-cultural, and economic improvement, it is hoped that tourism development can realize the goals of the nation and state to build a just and prosperous society, especially for the people in the Sangihe archipelago.

Optimal use of environmental resources, which are key elements in tourism development will help develop tourism in an area. One way to use it is through the implementation of strategies for the development of tourism itself. The SWOT analysis strategy is considered to be very suitable in the development of tourism because SWOT analysis explains about strengths, weaknesses, opportunities, and threats.

RESEARCH METHOD

The method used in this research is descriptive research method with qualitative data analysis. Descriptive qualitative methods adjust opinions between researchers and informants. The analysis used cannot be described in terms of numbers but through a research process, namely observation, interviews, and documentation.

The respondents in this research were individuals who are responsible for the sustainable tourism development, namely the Secretary and Head of the Tourism Destination Division of the Culture and Tourism Office of the Sangihe Islands Regency. Data were also gathered from other stakeholders of tourism in the area, such as representatives of local community, owners of private tourist destinations, and visitors. They were chosen because they were directly involved in maintaining, preserving and developing tourism destinations in Sangihe Islands Regency.

By conducting qualitative analysis, researchers focused on the designation of meaning, description, and placement of data in

their respective contexts. To get the right one, the techniques carried out are:

- a. Data reduction
The amount of data obtained from the field was quite large, so it needed to be carefully managed and also in detail. Reducing this data means summarizing, choosing the main things, focusing on the important things, then looking for the theme and pattern. Thus, the collected data may provide a clearer picture and can further facilitate the researcher in finding the required data.
- b. Presentation of data
After the data had been reduced, the next step was to present the data. In qualitative research, the presentation of data can be done in the form of brief descriptions, charts, relationships between categories, flowcharts, and the like. The most frequently used data to present in qualitative research is narrative text.
- c. Verification
The third step in analyzing qualitative data was drawing conclusions and verification. The conclusions in a qualitative research should be new findings that are not known previously. Findings can be in the form of a description of an object that was previously dim or dark.
- d. SWOT Analysis
SWOT Analysis is a strategic planning method used to evaluate strengths, weaknesses, opportunities, and threats in a project, in this case in the development of sustainable tourism.

RESEARCH RESULTS

Picture 1. The Map of Sangihe Island

The Map of Sangihe Island



Sangihe Islands Regency is an integral part of North Sulawesi Province located at the position of 4°13' - 04° - 44'22" North Latitude and 125°9'28" - 125°56'57" East Longitude. The borders of the Sangihe Islands Regency are:

- Northside bordering the Philippines
- Eastside bordering Talaud Regency and Maluku Sea
- Southside bordering Sitaro Regency.
- Westside bordering the Sulawesi Sea

This district is located between Sulawesi Island, and Mindanao Island (Philippines) so Sangihe district is called a border area with an area of 11,863.58 km². Sangihe Regency is a Maritime Region with a sea area of 11,126 Km² (93.79%) and a land area of 736.97 Km² (6.21%).

Most of the land conditions in Sangihe Regency are mountainous and there are even active volcanoes such as Mount Awu on *Sangir Besar* Island and Submarine Volcano on Mahangetang Island which is one of the prima donna attractions in this area. The climate in this area is influenced by the monsoon and the dry season around June to August. The type of climate in this area according to Schmit and Ferguson is type A (Wet Climate).

Based on the results of interviews conducted with respondents in the Culture and Tourism Office of the Sangihe Islands Regency, it was described that the existing tourism potentials were divided into three tourism potentials, namely Cultural Tourism, Nature and Maritime Tourism, which are segmented into one potential because these two are highly related for this area, and Nature Reserve Tourism potentials.

1. Cultural Tourism Potential

Cultural tourism in the Sangihe Islands Regency is inherited from one generation to the next and showcases experiences and patterns of human behaviour. There are several tourist attractions that can be found in this district. For the activities, there are *Tulude* Traditional Ceremony that are still very thick with a series of cultural titles from the community that feature traditional dances up to traditional music games. In a modern way,

there is the selection of *Ungke* and *Momo* Sangihe, which aims to foster young people who have the potential as tourism ambassadors who will promote the Sangihe Islands Regency. In terms of culture, there are also dances ranging from dances from *Gunde*, *Mesalai*, *Upase*, *Salo*, *Ampa Wayer*, and *Alabadiri* dances. There is also traditional music that has been around for a long time, namely *Musik Bambu*.

Another kind of cultural tourism is cultural heritage. Cultural heritage objects are objects that are either intangible or tangible, mobile or immobile, that is left behind by the previous generations and is closely related with the culture and history of human development. The tangible cultural heritage objects may be in the form buildings or other structures that were built to meet the needs of the ancient society. The Sangihe Islands Regency has several ancient structures in the form of tombs of kings or Sangihe officials in the past as well as houses that were once the residence of kings or ancient palaces. These should be maintained and developed properly to attract tourist attention.

2. Natural and Marine Tourism

The next tourism potential is the potential of natural and marine tourism which is an advantage of the Sangihe Islands Regency. The Sangihe Islands, surrounded by mountains and oceans, are a special attraction for many tourists. Particularly with the presence of underwater volcanoes that are highly sought after by tourists. Natural and maritime tourism is divided into four tourist attraction areas, namely the Tourist Attractions in Kendahe and Tahuna Districts, Nusa Tabukan District, Wisata Tatoareng District, and South Manganitu District. These districts provides tourists with underwater attractions, including interesting coral reefs for snorkeling and diving, beautiful beaches, and also magnificent waterfalls.

3. Nature Reserve Tourism Potential

A nature reserve is a protected area that is characterized with rare or endangered plants, animals, and/or ecosystem. The development of this kind of area should take place naturally. In



Sangihe Islands Regency, there are several nature reserves, namely Ngura Lawo Waterfall, Pempanikiang and Sura Waterfall, Mangrove Tourism, Sahendarumang Mountain and Mount Awu. These tourism attraction are evidently found to be interesting by many local and foreign tourists.

The potentials of culture, natural and maritime, and nature reserves are transformed into tourist attractions that can bring in local and foreign tourists. Environmental elements consisting of natural resources, human resources, and artificial resources can also be developed into and utilized as tourist attractions as well as supporting facilities for the area.

Improving the quality and quantity of tourism destinations in the Sangihe Islands Regency that can attract and increase the flow of domestic and foreign tourists is the main concern for the tourism stakeholders in the area, particularly the local government. According to respondents, the policy from the government for tourism development in the Sangihe archipelago is focused on four aspects, namely tourism destinations, tourism marketing, tourism industry, and tourism institutions.

1. Tourist Destination

The government's tourism destination development policies are as follow:

- a. Regulate the development of tourism destinations in the Sangihe Islands Regency. This includes
 - Policies to carry out development planning with detailed development plans for spatial planning as well as regulations on the structure and environment of tourism destinations.
 - Enforcement policy for development regulations. Here, the government monitors the implementation of detailed plans for tourism destinations.
 - Control of the implementation of development that requires increased coordination between the government, regional government, business actors and the community.
- b. Development of tourist attraction, which are:

- Policies in pioneering the development of tourist attraction in order to encourage the growth of tourism destinations and regional development.
 - Regional development tourism destinations to improve quality and competitiveness in attracting existing market segments and interests.
 - Policies for stabilizing regional tourist destinations in order to increase product competitiveness in attracting tourist repeat visits and a wider market segment.
- c. Development of tourism accessibility, which includes:
 - Policies for the development and ease of access and movement of tourists to the destination.
 - Construction of facilities and infrastructure as well as facilities to support tourism activities as well as the development of potential tourism objects for various types of tourism activities.
 - Policies for improving and developing the comfort and safety of tourist movements towards tourist destinations.
 - Improvement of public infrastructure, quality of public facilities, and tourism facilities that support growth improve the quality and competitiveness of tourism destinations.
 - Development of potential, capacity and community participation through tourism development.
 - Compilation of regulations and incentives to encourage the development of small and medium-sized industries and tourism businesses of micro, small and medium scale enterprises developed by local communities in accordance with the provisions of laws and regulations.

2. Tourism Marketing

Policies related to tourism marketing are as follows:

- a. Tourist market development
Policies that focus on the development of the tourist market are realized in the form of strengthening the mass tourist market segment and developing niche market segments to optimize the development of tourism destinations and the dynamics of global markets.
 - b. Tourism image development
Policies to enhance and strengthen the image of Indonesian tourism in a sustainable manner both the image of tourism in the Sangihe Islands Regency and the tourism image of the destination; and an increase in the image of tourism in the Sangihe Islands Regency as a safe, comfortable and competitive tourism destination.
 - c. Development of Tourism Marketing Partnerships
Realized in the form of developing an integrated, synergic, sustainable and sustainable marketing partnership.
 - d. Development of Tourism Promotion
Policy for strengthening and expanding the existence of domestic and foreign tourism promotions.
3. Tourism Industry Development
 - a. Strengthening the structure of the Tourism industry. Policies for strengthening functions and hierarchies and relationships between the links to the formation of the tourism industry to improve competitiveness.
 - b. Increasing competitiveness of tourism products
 - Regional competitiveness of tourism destinations for the direction of policies on the quality and diversity of businesses in the Regional Tourist Destination.
 - The competitiveness of tourism facilities with its policy direction for capacity building and the functionality and services of tourism facilities that meet international standards and elevate

the uniqueness and local characteristics of the Sangihe Islands Regency.

- Accessibility competitiveness that develops the capacity and quality of transportation services that support the ease of travel of tourists to tourism destinations.
 - Development of tourism business partnerships. These are policies for the development of work schemes between government, regional government, business world and society.
 - Creation of business credibility
Credible and quality management and tourism business services.
 - Development of environmental responsibility business management
development money tourism refers to the principles of sustainable development, a code of ethics for world tourism and a green economy.
4. Development of Tourism Institutions
 - a. Strengthening tourism organizations, such as:
 - Policies to strengthen tourism organizations in supporting tourism as a strategic pillar of development in the Sangihe Islands district.
 - Develop and strengthen Tourism Organizations that handle tourism marketing.
 - Develop and strengthen Tourism Organizations that handle the field of Tourism Destinations.
 - b. Tourism Human Resource (HR) Development
 - Tourism HR at the government level, policies to increase the capacity and capability of Tourism HR.
 - Tourism HR in the business world and society, where the direction of the policy is to increase the quality and quantity of Tourism HR.
 - c. Organizing research and development
 - Increased research-oriented to the development of tourism destinations.
 - Research-oriented to the development of tourism marketing



- Policies for improving research-oriented to the development of the tourism industry.

Based on the results of the study that have been carried out, the SWOT of the development of tourism in the Sangihe Islands Regency are as follows:

1. Strengths:

- Has a variety of objects, attractions and interesting tourist attractions.
- Diverse adaptive community activities and the existence of local communities in the Sangihe Islands Regency.
- People who have applied tourism-conscious activities to arriving tourists.

2. Weaknesses:

- Lack of tourist attraction management.
- Facilities and infrastructure, as well as facilities that are not yet sufficient.
- Integration between managers, policymakers and public attention in realizing development efforts is still lacking.
- Community understanding of the management of tourism objects is not yet professional.

3. Opportunities

- The number of traditional arts groups that participate in national events/outside the region.
- There was an increase in tourist visits, especially domestic tourists from year to year.
- Sustainable tourism development is a very necessary thing to do so that we start working from now to live a better life going forward.

4. Threats

- Having high vulnerability to disasters, earthquakes, floods and tsunamis.
- Development of similar destinations around the Sangihe Islands Regency.
- Lack of empowerment in maintenance resulting in easy/fast damage and poorly maintained development.
- The influx of influences from outside and there is an interaction between local communities and tourists.

Moreover, in order to improve the sustainable tourism development in the regency, the following SWOT matrix strategy is developed:

1. S-O Strategy

SO Strategy is a strategy that optimizes Strength to take advantage of Opportunities.

- Having a diversity of objects, attractiveness, and tourist attractions which are factors up to now why there is an increasing number of tourists who come here.
- The diversity of adaptive community activities and the existence of the local culture which includes many arts groups that appear nationally and outside the city, these are the reasons why tourists want to come to the Sangihe Islands Regency.
- Development of sustainable tourism is a very necessary thing so that we start working from now on including how tourism awareness activities are applied by the government, the community and stakeholders.

2. W-O Strategy

The WO strategy is a strategy that minimizes weaknesses by taking advantage of opportunities.

- The low management of tourist attraction management and facilities & infrastructure, as well as facilities which are very necessary things so that we start working from now to live a better life going forward.
- The integration between managers, policy makers and public attention in realizing development efforts is still lacking on the other hand, the increasing number of tourists coming to the Sangihe Islands Regency continues to increase.
- Integration between managers, policy makers and public attention in realizing development efforts is still lacking so that the need for guidance from the government is needed.

3. S-T Strategy

The ST strategy is a strategy that uses power to overcome threats

- The development of similar destinations around the Sangihe Islands Regency, however, in this district also has objects,

tourist attractions, tourist attractions and local wisdom that can compete with other regions.

- Lack of empowerment in maintenance resulting in easy/fast damaged and poorly maintained development, therefore it is necessary to apply checks and routine maintenance of buildings from the government and stakeholders.
- The influx of outside influences and interactions between local communities and tourists (global flows) therefore we must maintain the diversity of adaptive community activities and the existence of local communities in the Sangihe Islands Regency.

4. W-T Strategy

The WT strategy is a strategy that minimizes weaknesses and avoids threats.

- Facilitating existing facilities and infrastructure to support tourism activities as well as facilities that can help determine natural conditions because this district has a high vulnerability to disasters, earthquakes, floods and tsunamis.
- Public understanding of the management of tourism objects must be made professional in overcoming how to empower them in maintenance to produce fast damaged and poorly maintained development.

Conclusions

There are several tourism potentials in the Sangihe Islands Regency, including cultural tourism potentials that are rich in customs and thick in traditions, such as *Tulude* traditional ceremonies, traditional dances, traditional music that is still cultivated in this district. The next potential is natural and maritime potential because it is the potential that comes from nature starts from underwater mountains, waterfalls, and the beauty of underwater parks, which serves as an advantage that exists in this district. Lastly, the potential of nature reserves where there are certain conservation locations in this district such as mangrove conservation. Based on these tourism potentials in the Sangihe Islands Regency, it can be an exciting tourist attraction for tourists, if the government

makes an effort as well as some proper regulations to manage and regulate it.

The policies and efforts of the government are divided into four main aspects. The first aspect is a tourist destination whose policies pay attention to regional development, development of tourist destinations, development of accessibility of tourism and facilities, infrastructure and public facilities that support tourism. The second one is tourism marketing where its policies include tourism image development, marketing partnerships, and promotion development. The third aspect is a tourism destination where the policy is about regional development, development of tourist destinations, community development through tourism. And the last aspect is the aspect of tourism marketing where its policies include tourist market zoning and the development of tourism promotions.

Suggestions

The researchers advise the Culture and Tourism Office of the Sangihe Islands Regency as the government responsible for tourism there to:

1. Pay more attention to the tourism potentials that can be developed to be better so that they become superior to be able to compete with other regions that have the same potential.
2. Pay more attention to the provision and repair of better access, infrastructure, and public facilities.
3. Promote vigorously, both outside the city and also abroad, about the advantages of tourism in the Sangihe Islands Regency so that it can bring in local and foreign tourists as well as foreign investors.
4. Pay more attention to and preserve local culture, so that it will not be eroded by cultures from outside into the Sangihe Islands Regency.

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