



# Implementation of Regional Regulation No 11 of 2016 Concerning the Development Master plan Regional Tourism: A Proposal for Improvement from a Sustainability Perspective

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## *Authors' contributions*

*This work was carried out in collaboration among all authors. All authors read and approved the final manuscript.*

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## **ABSTRACT**

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 for the local community and is an integral part of cultural identity. This research aims to find out and describe the implementation and determinants of the implementation of regional regulation

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number 11 of 2016 concerning regional tourism development master plan at Otanaha fort tourist attraction Gorontalo City. This research was conducted in Otanaha Fort tourist attraction and Gorontalo City Government environment. The research was conducted in May - October 2024. The research approach used is a qualitative method with descriptive research methods and research procedures carried out by observation and interviews with informants. The data analysis technique was carried out through three stages starting from data reduction, data display, and conclusion drawing/verification. The results showed that the implementation of Regional Regulation Number 11 of 2016 concerning Regional Tourism Development Master Plan in Fort Otanaha 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 the 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 the challenges, collaborative efforts between relevant agencies contribute to sustainable tourism development. 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.

*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 wide *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 & Pratinidina, 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 is likely 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 infrastructure and supporting facilities around the fort. Limited accessibility, the absence of adequate parking, and the lack of public facilities can reduce the attractiveness and comfort of tourists. In addition, the lack of effective promotion and marketing efforts also limits the number of visits, especially from foreign tourists. The development of Fort Otanaha needs to be done with attention to the preservation of cultural heritage and the environment. As a fort that is hundreds of years old, the preservation of historical, cultural and environmental values must be a top priority in any development effort. Based on this description, this research aims to examine the regional tourism development plan, especially related to Fort Otanaha, with a focus on sustainable development strategies and oriented towards the preservation of cultural heritage.

## 2. MATERIALS AND METHODS

### 2.1 Place and Time of Research

This research was conducted in Otanaha Fort tourist attraction and Gorontalo City Government environment. The research was conducted from May to October 2024.

### 2.2 Approach Methods and Data Sources

**Research Approach:** The approach used by researchers is to use a qualitative approach, to understand the phenomenon of what is experienced by research subjects holistically and by means of descriptions in the form of words and language, in a special natural context and by utilising various scientific methods (Moleong, 2017). Through this approach, it is also expected that researchers can provide a comprehensive and in-depth understanding of the implementation of regional regulation number 11 of 2016 concerning regional tourism development master plan, especially the Otanaha Fort tourist attraction in Gorontalo City.

**Research Methods:** This research uses a qualitative descriptive method, which is a type of research that observes and captures factually and actually the real world and examines the behaviour of individuals, groups and their daily experiences, as well as studying, explaining, or interpreting a case in its natural context without any intervention from outside parties.

### 2.3 Data Collection Techniques and Sources

This research uses triangulation data collection techniques by connecting 3 data collections, namely observation, interviews and documentation (Sugiyono, 2013). Research data sources were obtained from primary data sources and secondary data sources. Primary data sources are obtained through interviews or direct data collection to informants. The informants in this research are employees of the Gorontalo City Tourism Office, Bappeda employees in Gorontalo City and the Gorontalo City Finance Agency, the community, Pokdarwis and academics. Secondary sources are research data obtained through tracing official documents at the Gorontalo City Government.

### 2.4 Data Analysis Technique

Data analysis in this study uses the approach of Miles and Huberman, where data is analysed through three stages starting from data reduction, data display, and conclusion drawing/verification. Where the process of data collection, data reduction, and verification/conclusion is a cyclical process that takes place simultaneously and interacts with each other (Sugiyono, 2013).

The process of collecting and processing and interpreting data in an *interactive* model as shown in Fig. 1:

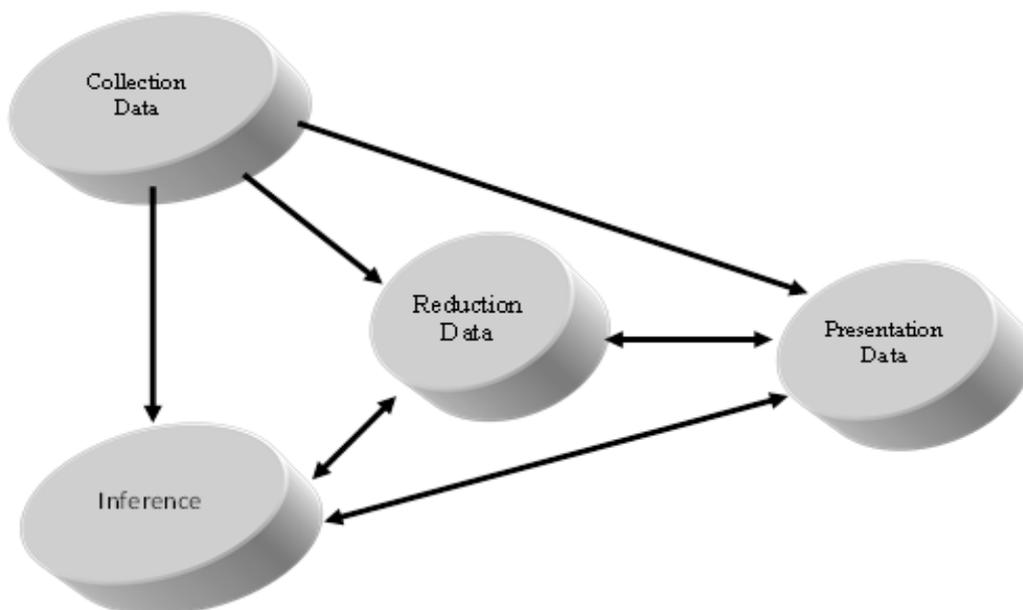


Fig. 1. Data analysis technique according to Miles and Huberman

### 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 continue to be 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. Thus, 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 relevant agencies, such as the Tourism Office, Bappeda, and academics, needs to be strengthened to improve efficiency in achieving tourism development targets. Although various efforts have been made, such as involving academics in the research and preparation of cultural heritage narratives at Fort Otanaha and the submission of Fort Otanaha as part of the National Geopark, synergies between stakeholders still need to be improved. In addition, changing the mindset and perspective of the community towards tourism is important to support the development of this sector. Community empowerment through creative economy programmes, such as the development of small and medium enterprises (MSMEs) integrated with tourism, can be one solution. This approach has proven successful in other destinations, such as the Mount Rinjani area. Thus, a more optimal synergy between the government, community, and academia, accompanied by an increase in budget

allocation, is expected to accelerate the implementation of the master plan for tourism development in Fort Otanaha.

###### c. Monitoring and Evaluation

Monitoring and evaluation mechanisms for programme implementation are conducted regularly and systematically, through written reports, field monitoring, and annual evaluations. The purpose of these evaluations is to measure the programme's achievements based on various aspects, including the number of tourist visits, facility development, and economic impact on local communities. However, one of the main challenges faced in supervision is the low awareness of the local community towards the importance of preserving and maintaining Fort Otanaha. One of the community behaviours that is considered less supportive of the preservation of Fort Otanaha is the community's habit of placing items that disturb the aesthetics around their area. This shows that it is necessary to approach the community through socialisation and education activities related to the importance of preserving historical sites and the importance of tourism. The informants confirmed that the active involvement of the community in maintaining and utilising this tourist site is an important aspect that has not been fully achieved.

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

###### a. Policy Standards and Objectives Factor

The standards that have been set provide comprehensive guidance in directing tourism development, especially at Fort Otanaha as a historical and cultural tourism destination. However, there are a number of challenges in its implementation in the field that require further adjustments. One of the main challenges is the adjustment between targets, especially regarding the number of tourist visits, and the availability of existing facilities. While the standards set are clear, conditions on the ground often require flexibility in policy implementation to ensure that the expected goals remain realistic and in line with available resource capacity. For example, setting too high a visitation target without being supported by adequate infrastructure and facilities may result in a decline in the quality of service and tourist experience, hindering the achievement of policy objectives.

### **b. Resources**

Resources, both in the form of funds and labour, are key factors that influence the successful implementation of local regulations (perda). However, the current allocation of available resources is still very limited and inadequate to optimally support policy implementation. Limited funds are a major obstacle in developing tourism infrastructure and implementing planned programmes. The limited budget also impacts the government's ability to repair and maintain existing facilities. In addition, the number of available labour is still considered inadequate to handle various aspects of tourism management, although the existing workforce has shown good competence. The addition of labour, especially in the technical and digital management fields, is expected to improve the effectiveness and efficiency of tourism management performance.

### **c. Characteristics of the Implementing Organisation**

The existing organisational structure has supported policy implementation, but still requires capacity building in various aspects, such as human resources, coordination mechanisms, and adaptability to challenges that arise in the implementation of the regional tourism development master plan at Benteng Otanaha tourist attraction, Gorontalo City. Capacity building of human resources involved in policy implementation is a priority, especially in the areas of project management, tourism management techniques, and cross-sector coordination skills. This capacity building effort is important so that staff and personnel in the field can carry out tasks more effectively and efficiently, and be able to respond to various challenges that arise during the policy implementation process.

### **d. Communication between Implementing Organisations**

Communication between implementing organisations has a strategic role in supporting the successful implementation of Regional Regulation No. 11/2016 on Regional Tourism Development Master Plan, especially on the management of Otanaha Fort tourist attraction in Gorontalo City. Although communication between agencies has been going well, there are still obstacles that need to be overcome to improve the effectiveness of policy implementation. One of the main challenges is the difference in perceptions and priorities

between implementing agencies, which often causes miscommunication and slows down the policy implementation process. This obstacle arises because each agency has a different focus, objectives, and limited resources. To overcome these obstacles, various measures have been implemented, including organising regular coordination meetings, preparing more structured communication guidelines, and forming work teams that are responsive to the dynamics in the field.

### **e. Organiser's attitude**

Implementers in various related agencies show awareness of the importance of developing Otanaha Fort as one of the tourism icons in Gorontalo. This awareness is reflected in their commitment to support the implementation of the Regional Regulation (Perda) through various government initiatives, such as providing training and awards for outstanding implementers. In addition, incentives and performance allowances are also applied to motivate implementers to be more enthusiastic in achieving the set targets. The attitude and commitment of the implementers is an important foundation in the successful implementation of the local regulation on tourism development in Fort Otanaha. However, to improve the effectiveness of the implementation process, additional measures are needed, such as strengthening the motivation of implementers and increasing community participation. Strengthening resources, both in the form of incentives for implementers and active community involvement, are key factors in ensuring 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 Regional revenue from Otanaha fort tourism

The description of local revenue (PAD) related to Fort Otanaha is presented in the following Fig. 2:

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 Benteng Otanaha'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 cent achievement 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, Benteng Otanaha'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.

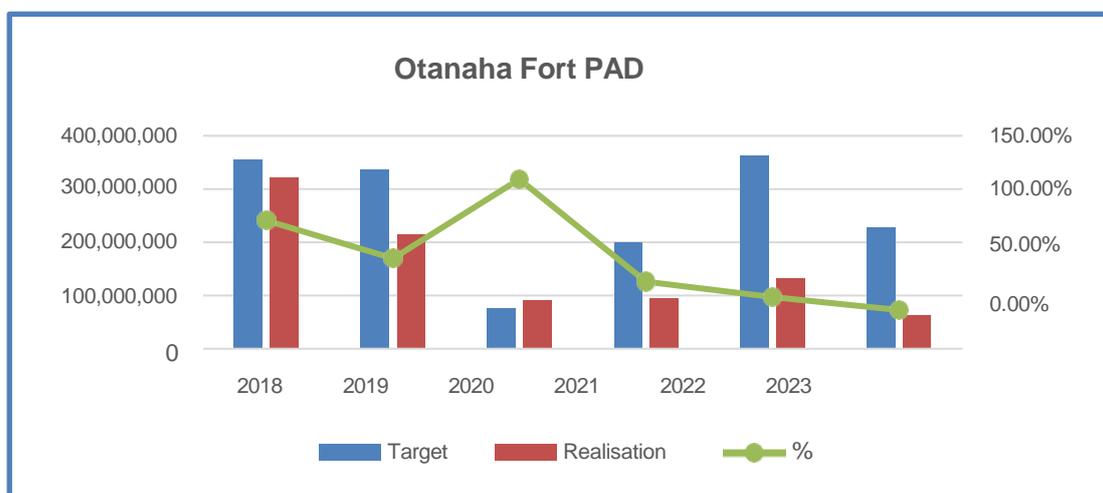


Fig. 2. Trend of Gorontalo City PAD related to Fort Otanaha

## 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 gather 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 emphasises the importance of developing competent human resources in tourism. Training and education for local communities need to be implemented to prepare them to take an active role in the development of the tourism sector, both as tour guides and in the management of tourism businesses. This capacity building aims to ensure that communities can actively contribute as key actors in tourism-based economic development.

By implementing an integrated and collaborative planning strategy, the implementation of Regional Regulation No. 11/2016 is expected to provide optimal results for the management of 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 careful planning, 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 includes a series of concrete activities designed to realise the tourism development plan that has been prepared. These activities include the development of supporting infrastructure, such as access roads, parking facilities, and rest areas for visitors. This infrastructure development aims to improve tourists' comfort and experience when visiting Fort Otanaha. In addition, more intensive promotional efforts are also needed to attract tourists, both local and outside the region, by utilising social media and other digital platforms.

The implementation stage is the process of putting the plan into practice. The urgency of this stage lies in its ability to transform theories and strategies into concrete actions whose benefits can be felt by communities and tourists. At this stage, the various programmes and projects that have been designed, such as tourist infrastructure development, local product development, and human resource training, are put into operation. Effective implementation has the potential to drive economic growth, create jobs, and increase the attractiveness of the region as a tourist destination (Sari et al., 2021; Nugraha et al., 2023). In addition, involving local

communities in implementation can build a sense of ownership and responsibility for tourism sustainability, thus creating a conducive environment for the future development of the sector. Without good implementation, the plans that have been developed will not be able to deliver 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 Benteng Otanaha 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) states 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. Based on this, the determination of policies must be carefully considered so that the implementation and evaluation runs in accordance with future goals.

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 (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 the goals of tourism development, 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. Communities around the Otanaha Fort tourist attraction should be involved in the decision-making process so that they feel ownership and contribute to tourism development. Community involvement in decision-making is expected to improve the local economy. In addition, community participation in tourism object management will also strengthen

the sense of responsibility for the sustainability of tourism destinations.

Regional economic conditions also affect the ability to implement policies. If the economy of a region is in good shape, there will be more opportunities for investment and development of tourism infrastructure. On the other hand, under unfavourable regional economic conditions, there may be a reduction in the budget and support available for tourism development. Therefore, there is a need for mitigation strategies to deal with 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 Regional 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 results of the research and discussion in the previous chapter, it can be concluded that:

The implementation of Regional Regulation No. 11/2016 on Regional Tourism Development Master Plan in Fort Otanaha 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.

1. 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. Resources are considered quite good but need to be improved, especially budget and human resources. The characteristics of the implementing organisation show criteria that are quite responsive, 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.

#### **DISCLAIMER (ARTIFICIAL INTELLIGENCE)**

Author(s) hereby declare that NO generative AI technologies such as Large Language Models (ChatGPT, COPILOT, etc) and text-to-image generators have been used during writing or editing of this manuscript.

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#### **COMPETING INTERESTS**

Authors have declared that no competing interests exist.

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