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ANALYSIS OF LOCAL DATA MANAGEMENT CAPABILITY IN REGIONAL ECOTOURISM DEVELOPMENT PROGRAM IN INDONESIA (CASE STUDY IN LABUAN BAJU)

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ABSTRACT

This study aims to understand how local governments respond to President Jokowi's policies to accelerate regional development from the ecotourism development sector with accountability in its planning, utilization and control. This research is qualitative with the evaluation approach of the CIPP Stufflebeam model program in Labuan Bajo-Manggarai Barat Regency 2016-2018. Labuan Bajo is a sample because it is an integrated ecotourism ecosystem of sea, forest, mountain and karst. Data collection is through field surveys, analysis of news content, document studies, observations, recordings, FGDs, analysis of questionnaire results and in-depth interviews with speakers from the Head of the Regional Development Planning Agency, Head of the Tourism Office, and EU partner NGOs in Flores. Analysis and interpretation of data shows that: 1) There is no standard data management in each SKPD as part of a data management system for planning, utilizing and controlling ecotourism development; 2) The Ecotourism Coordination Team is a strategic

institution that will create a data management system for the development of regional ecotourism, but its regional heads have not yet formed an Ecotourism Coordination Team; 3) The unavailability of the data management system derived from standard data management in each SKPD causes Manggarai Barat Regency and its community to be less developed compared to other regions on a national scale. This finding recommends that regional governments make regulations regarding data management systems. Because, Presidential Regulation Number 131/2015 concerning Determination of Disadvantaged Regions in 2015–2019 aims to force the 122 regions to create their data management systems.

INTRODUCTION

The Indonesian government has set ten priority tourist destinations since 2015, namely: Candi Borobudur (Jawa Tengah), Mandalika (Nusa Tenggara Barat), Labuan Bajo (Nusa Tenggara Timur), Bromo-Tengger-Semeru (Jawa Timur), Kepulauan Seribu (DKI Jakarta), Danau Toba (Sumatra Utara), Wakatobi (Sulawesi Tenggara), Tanjung Lesung (Banten), Morotai (Maluku Utara), and Tanjung Klayang (Belitung). Labuan Bajo is the capital of Manggarai Barat Regency. The head of the region and head of the SKPD (Satuan Kerja Perangkat Dinas-District Office of Work Unit) of Manggarai Barat Regency lacks strategic thinking, innovative thinking and situation management capabilities related to efforts to develop sustainable and innovative Labuan Bajo ecotourism ecosystems. Because, all the leadership capabilities act according to the data management system in their fields. However, the development of the Labuan Bajo ecotourism ecosystem does not have standard data management in all SKPDs. The negligence of the regional government in creating accountability in the data management system causes systemic problems in the management of the Labuan Bajo ecotourism ecosystem. This has resulted in the rapid growth of Labuan Bajo as an international destination but has not significantly increased the social, economic and ecological development of local communities. Whereas national regulations establish strategies for optimizing and innovating regional ecotourism development as sustainable superior products must be based on strategic planning, utilization strategies, control strategies, institutional strengthening strategies, and community empowerment strategies that are integrated with social, economic, ecological and stakeholder changes.

How did the Manggarai Barat Regency local government organize the development of the Labuan Bajo ecotourism ecosystem in 2015-2018? First, it does not have a potential and strategic resource data management system for the benefit of planning and sustainable use and control. The potential and strategic resources intended are: a) Human resources, which relate to human resource competencies related to knowledge, education, vocational qualifications, work related to knowledge, work-related competencies, entrepreneurial spirit, innovation, proactive and reactive abilities, and change; b) Customer capital, which is related to the organization's ability to create brands, customers, customer loyalty, company names, distribution channels, business collaboration, licensing agreements, profitable

contracts, and franchise agreements; c) Structural capital, which is related to the organization's ability to create patents, copyrights, trademarks, management philosophies, corporate culture, management processes, information systems, network systems, and financial relationships. Second, he does not provide the widest opportunity for stakeholders, especially investors, because he does not seek to provide data and information about investment opportunities; provision of facilities and infrastructure; provision of land or location; provision of technical assistance; and/or acceleration of licensing. Third, it does not provide incentives to investors such as reduction, relief or exemption from regional taxes; reduction, relief or waiver of regional levies; provision of stimulant funds; and or provide capital assistance. Fourth, regional heads and SKPD heads do not coordinate to carry out periodic guidance to ecotourists in the form of: guidance, supervision, consultation, education, training, monitoring, and evaluation of the development of the Labuan Bajo ecotourism ecosystem.

The researchers used the CIPP model (Context, Input, Process, Products) of Stufflebeam to evaluate and analyze local data management capabilities of ecotourists involved in the development of the Labuan Bajo ecotourism ecosystem. This evaluation is important because the engineering of regional ecotourism development in Indonesia has national regulations. The regulations put forward a data management system that guarantees planning, utilization and control [1,2] as stated in Presidential Regulation No. 131/2015 concerning Determination of Underdeveloped Regions in 2015-2019 and Minister of Home Affairs Regulation No. 33 of 2009 concerning Guidelines for the Development of Ecotourism in the Regions.

The capability of local data management in ecotourism development uses Fitz-enz's theoretical framework on data management related to the consistency of human capital creating innovative ecotourism development. Fitz-enz argues that management needs data because data is an information resource for the foundation of management information systems, so leadership that has the best information and competency to turn it into intelligence is a competitive winner [3]. Evaluation of human resource development is a study after the implementation of the program. In order for the program to be sustainable, according to Edwards, Scott, & Raju, the managers conduct performance appraisals with criteria and methods for continuous improvement, so that they get information on improving their organizational performance [4]. Then, Wilkins & Carolin believes that organizational capability in local data management also relies heavily on its leaders who have strategic thinking competencies, innovative thinking competencies and situation management competencies [5]. Capability of strategic thinking leaders is the process used by leaders and their teams to formulate, articulate, communicate, and implement their strategies clearly, concisely, and explicitly to create execution strategy skills in operational actions of the organization [5]. Capability of innovative thinking leaders is the process of thinking of a leader to do, promote, and develop through and with

others a number of special abilities for the benefit of his organization, so that a leader must understand the innovation process and embed the process as competency for each member of the organization at various levels of the organization [5]. Situation management skills are leaders' competencies to deal with variations in the organizational environment and how they complete operational actions that are in harmony with their organizational strategies [5].

There are three main concepts of sustainable ecotourism development systems according to Jiang [6], namely: 1) Ecotourism environmental sustainability; 2) Socio-cultural sustainability of ecotourism; 3) Economic sustainability. In the context of the development of the Labuan Bajo ecotourism ecosystem, our research found regional heads and related SKPD to ignore the three concepts in the planning, control and utilization processes. The reason comes from the lack of comprehensive information resources for strategic planning because the regional heads and related SKPDs do not have a tiered organization and system to create local data management capabilities at the level of Manggarai Barat Regency. This has a direct impact on local residents. Residents do not feel significantly how the multiple impacts of the rapid growth of Labuan Bajo as an international destination. This means that the Regional Government of Manggarai Barat Regency does not synchronize the implementation of national regulations related to the development of ecotourism in the regions.

The research aims: 1) Providing education to the regional government and its SKPD to routinely synchronize regulations and data in regional development strategic planning, especially the development of regional ecotourism in the context of the global business environment; 2) Providing education to ecotourism actors, namely the government, regional government, business world, and the community who are engaged in tourism that ecotourism development is an activity of planning, utilizing, and controlling ecotourism based on an integrated data management system; and 3) Educating the local government and SKPD, especially in the 10 national priority areas, to start developing competent human resources in Big Data Analytics for the Smart Green Infrastructure Strategy.

METHODS

Evaluation of the innovative Labuan Bajo ecotourism ecosystem development program with a focus on local data management capabilities using the CIPP model with a qualitative approach. Determination of the source of the interview was conducted purposively, namely the Head of the Regional Development Planning Agency, Head of Culture and Tourism Office, Head of Nampar Macing Village, Sano Nggoang District, Manggarai Barat Regency and EU Program Partner Manager for EU Partners in Flores. Researchers conducted observations, interviews and distributed questionnaires to collect primary data. The characteristics of 86 respondents who gave an assessment of each component had the following work backgrounds: village officials (6.7%), non-governmental organizations (10.12%),

local religious leaders (10.12%), local communities images (20.23%), state civil apparatus (10.12%), tourism actors (15.17%), and tourists (15.17%).

FINDINGS AND DISCUSSIONS

Ecotourism as one of the leading sectors in this region is stipulated in the Minister of Home Affairs Regulation No. 9 of 2014. Development of ecotourism, according to Minister of Home Affairs Regulation No. 9 of 2014, is an effort of cooperation between the government, regional government and the community to develop regional superior products through systematic activities in their planning, organizing, financing, monitoring, controlling and evaluating. Regional superior products can be in the form of goods and services with the following criteria [7]: a) Products made by cooperatives; b) Small and medium scale business; c) Products are collaborations from optimizing natural resources, human resources and local culture; d) Products become a source of public and government revenues; e) Its products become the main economic power of the local community; f) Its products have competitiveness, selling power, and drive to the global market.

Based on evaluation criteria, the Manggarai Barat District Government ignores the synchronization of national regulations on regional regulations and their implementation in Labuan Bajo, so that the development of the Labuan Bajo ecotourism ecosystem every year without strategic planning in terms of social, economic and ecological development. Because, 65.00% of respondents doubted that they strongly disagreed that the Regional Government of Manggarai Barat Regency had provided opportunities for participation in stakeholders in the process of planning, utilizing and controlling the development of the Labuan Bajo ecotourism ecosystem and surrounding villages. The weak synchronization between national regulations and Manggarai Barat Regency regulations related to the implementation of the development of Labuan Bajo ecotourism is caused by the weak capability of the District Head of Manggarai Barat and related SKPD to manage data as information resources for the development of human, economic, social and ecological resources of the community.

Now, the effectiveness of organizing the Manggarai Barat District Government data management system in developing the Labuan Bajo ecotourism ecosystem requires strategic-minded leaders, innovative thinking, and situational management skills. These three leadership competencies should be a reference for regional heads to place people in critical positions such as the head of the SKPD. With three competencies like that, they are proactive in creating a standard data management system in their respective SKPD. Because, until the end of 2018, the Head of the Office of the Regional Development Board of the Manggarai Barat District Development Board confirmed that the Regional Government of Manggarai Barat Regency did not yet have a regional regulation on standard data management systems in the regional development process. The standard data management system has many strategic uses. The most actual use is as a reference for regional heads and

related SKPDs to provide guidance, supervision, consultation, monitoring, evaluation and education and training materials to citizens. Because the regional government does not have a standard data management system, until the end of 2018, the head of the region and the head of the relevant SKPD have not provided mentoring to community members. Because, 82.00% of respondents doubted that they strongly disagreed if the regent and the head of the relevant SKPD had provided guidance, supervision, consultation, monitoring, evaluation and education and training according to the needs of the market destination of Labuan Bajo, which is more foreign tourists than domestic tourists. As a result, people are unable to create viable products on the market. Therefore, tourists find it very difficult to find small and medium business products in traditional and modern markets. The stretch of tourism in Labuan Bajo as an international destination is currently only in favor of large investors, who come from big cities in Java and even foreign investors.

National Regulation of Minister of Home Affairs Regulation 33 of 2009 concerning Guidelines for Ecotourism Development in Regions gives the Regional Head the authority to form an Ecotourism Coordination Team such as figure 1. However, the Regional Head of Manggarai Barat Regency has not yet formed an Ecotourism Coordination Team in Labuan Bajo. Even though the function and role can be cross SKPD to plan, organize, and control data for the local government.



Figure 1. Organizational Structure of the Regional Ecotourism Coordination Team

Source: Modification of the Minister of Home Affairs Regulation No. 33 of 2009

The presence of the Ecotourism Coordination Team is very important in Labuan Bajo. Because, its functions and roles can optimize the implementation of the four main ecotourism sustainability criteria, namely: 1) Ecotourism activities promote environmental protection (such as environmental impact analysis, construction methods and materials, visual impact of water supply, air quality, waste, garbage drainage, rainwater, conservation water, energy, building minimization, minimization of transportation energy, and minimal impact on wildlife); 2) Providing an educational environment; 3) Increase environmental awareness of the community by familiarizing themselves with nature-friendly attitudes and behaviors; and 4) Encouraging donations to contribute to the protection of the quality of local natural resources.

The Ecotourism Coordination Team also engineered the development of six main criteria for socio-cultural sustainability objectives, namely: 1) Promoting the active participation of local communities; 2) Promoting local ownership; 3) Empowering local communities, for example, building self-esteem and self-esteem of local communities; 4) Improve the balance of local communities; 5) Encouraging inter-cultural appreciation; and 6) Communication between the host community and tourists.

Finally, the Ecotourism Coordination Team can control the nine main criteria for ecotourism economic sustainability goals, namely: 1) Contributing to sustainable local economic development; 2) Create permanent work for the local community; 3) Encouraging the development of other related industries; 4) Improvement of local infrastructure; 5) Sustainable benefits for local communities; 6) Even distribution of income; 7) Promoting consumption and production; 8) Funding for the maintenance of ecotourism and surrounding destinations; and 9) Using natural resources efficiently.

Optimizing the functions and roles of the Manggarai Barat District Ecotourism Coordination Team will narrow critical issues in the business system, political system, economic system, technology system and socio-cultural system of the local community, namely: the majority of residents do not graduate from elementary school; farming culture that is very dependent on natural conditions; still traditional food technology, limited funds to improve production technology equipment; and lack of cooperation in trading agricultural products because people prefer traditional auctions to dominate middlemen. This critical issue originates from data analysis that 73.00% of respondents doubted that they strongly disagree if the format and type of ecotourism ecosystem development activities in Labuan Bajo have focused on the elements of education and social, economic and ecological development of the community. The size of the respondents' dissatisfaction, according to the FGD, is because local governments rarely pay attention to the education and skills training of citizens to produce unique community products according to the needs of tourists. Moreover, the local government has not provided training related to mapping the analysis of the potential and market opportunities of small business community products.

Traffic of tourists to Labuan Bajo continues to increase from year to year. More foreign tourists than domestic tourists. Nevertheless, the Regional Government of Manggarai Barat Regency has never carried out comprehensive research on the character of tourists. This caused the central government not to provide Special Allocation Funds (Dana Alokasi Khusus-DAK) to the Regional Government of Manggarai Barat Regency. As a result, local governments do not concentrate on increasing the availability of environmental infrastructure such as access to the availability of clean water systems, availability of electricity systems, availability of sewage treatment systems, availability of telecommunications facilities and

availability of drainage systems. Thus, 86.00% of respondents doubted that they strongly disagreed about the increasing availability of environmental infrastructure in a number of Labuan Bajo ecotourism ecosystems in 2010-2018, except the Komodo Airport. The level of respondents' dissatisfaction with the performance of the local government, according to the FGD, is because the relevant SKPD does not collect data and information about the character of tourists which correlates directly with the increase in the availability of environmental infrastructure and accessibility. tourists to various Labuan Bajo ecotourism ecosystems. President Jokowi also ordered all state-owned enterprises to provide CSR funds to empower the people of Labuan Bajo. However, the Regional Government of Manggarai Barat Regency and a number of Non-Governmental Organizations have submitted proposals to improve public facilities rather than education and training programs for human resources so that there is a change in mindset from agrarian to creative industries. Because, improving public facilities can be carried out independently from the community, by the community, for the people through regional regulations.

CONCLUSIONS

The Regional Government of Manggarai Barat Regency has no regulations regarding data management systems. This proves that local data management capabilities are very low. This has a direct impact on the magnitude of the synchronization gap in the implementation of national policies at the regional level in the development of the Labuan Bajo ecotourism ecosystem specifically and in the development of other aspects. The consequence is that the rapid growth of Labuan Bajo as an international destination does not have a multiplier effect on the lives of local residents. Therefore, tourism actors, namely the central government, local governments and the people who drive the tourism sector must collaborate according to national regulations. The collaboration requires improvements in human resources, systems and work culture in all regional government SKPDs. If President Jokowi's initiative for Labuan Bajo is in line with the local data management capabilities of his local government, he will have intelligence on economic conditions, technology, political-legal considerations, socio-cultural issues, the global environment, the tourism business environment itself, and also challenges and opportunities which appears at the local, regional, national and even international levels.

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