

Scenario Planning for the Development of Maritime Eco-tourism Object

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Abstract. The regional income of the Berau Regency has been depending on the mining sector for last five years. Unfortunately, both the value and quality of the mining sector are continuously declining. These conditions threaten the economic sustainability of the Berau Regency. The eco-tourism sector, if developed by proper management especially in terms planning, may be the best way to accommodate those threats. Scenario Planning is one of suitable planning approaches that are much more capable to accommodate the complexity and the uncertainty in comparison to the conventional approach. Scenario Planning is seldom used in Indonesia, especially in tourism planning. Scenario Planning in this research paper is using the TAID method that includes tracking, analyzing, imaging and deciding. Data were collected by interviews, secondary data and observation in order to fulfill tracking step. The output of tracking step will be analyzed by cross-impact analysis in order to build scenarios in analyzing step. The output of analyzing step is used to make a vision and formulate the strategies. This paper offers four alternatives of strategies, which are Dissemination, Optimization, Strengthening and Reform. This paper also provides descriptions of the conditions of the Derawan Islands District in the next 10 years through the lenses of different perspectives of planning approach. This can be used as one of the considerations for the government to develop eco-tourism in the Derawan Islands District.

Keywords: eco-tourism, scenario planning, taid method

Abstrak. Pendapatan regional Kabupaten Berau bergantung pada sektor tambang pada lima tahun terakhir. Faktanya, Kualitas dan Nilai batubara terus menurun. Kondisi ini menjadi ancaman tersendiri terhadap keberlanjutan perekonomian di Kabupaten Berau. Pada tulisan ini disebutkan bahwa pengembangan ekowisata melalui manajemen yang tepat khususnya pada level perencanaan merupakan upaya yang bijak untuk menjawab ancaman tersebut. Perencanaan Skenario merupakan salah satu pendekatan yang relevan pada kasus ini, karena lebih mampu mengakomodir tingginya kompleksitas dan ketidakpastian ekowisata jika dibandingkan dengan pendekatan perencanaan konvensional lain seperti Perencanaan Strategis. Penggunaan Perencanaan Skenario dalam perencanaan pariwisata di Indonesia terbilang langka. Perencanaan Skenario pada tulisan ini menggunakan metode TAID yaitu tracking, analyzing, imaging dan deciding. Data pada tulisan ini dikumpulkan melalui wawancara, data sekunder dan observasi untuk memenuhi tahapan tracking. Keluaran tahapan tracking dianalisis menggunakan cross-impact untuk membangun skenario di tahapan analyzing. Keluaran tahapan analyzing menjadi input perumusan visi dan strategi pada tahap imaging dan deciding. Tulisan ini menawarkan empat alternatif strategi pengembangan ekowisata, yaitu Diseminasi, Optimalisasi, Penguatan dan Reformasi serta menggambarkan kondisi kepariwisataan Kecamatan Kepulauan Derawan satu dekade kedepan melalui sudut pandang pendekatan perencanaan berbeda. Hal ini dapat menjadi konsiderans pemerintah dalam mengembangkan ekowisata di Kecamatan Kepulauan Derawan.

Kata kunci: ekowisata, metode taid, perencanaan skenario

INTRODUCTION

The demand of modern development has forced the Indonesian government to be more creative and innovative in exploring other options in order to encourage the economic growth. In essence, the national economic growth is closely related to the increase of income per capita or state revenue (Schumpeter in Suryana, 2005). With that, both the creativity and the innovation of the government are more focused on the efforts to increase the exploration of new sources that may encourage the acceleration of income enhancement.

Until 2014, the mining sector is still the largest contributor to the national income. From 2010 to 2014, the oil and natural gas sector has been consistently ranked first among the contributors of the national

income, while the coal sector followed in the second place (Ministry of Tourism: kemenpar.go.id). This condition is strengthened with the fact that the coal and mining industry is the second-largest contributor to the GDP of Indonesia with the average contribution of 15.76 percent from 2010 to 2014, 8.74 percent difference from the largest contributor: the food and beverage industry. The average contribution of this industry is 24.5 percent (the Central Statistics Agency or BPS, 2015). In addition to the mining sector, there are other sources that quite dominant in this matter, including palm oil, rubber, and the sector that has been attracting more and more discussions and considerations on both its existence and contribution: tourism.

These discussions and considerations are not without foundation. Based on a study from the World Travel

and Tourism Council (WTTC), it was mentioned that the total of contribution from the tourism sector in 2013 toward the world economy increased by 9.5 percent from the global GDP or as much as US\$7 trillion. This study also mentioned that the tourism sector in the past decade showed an increasing trend. This inclination can be observed starting from the database of US\$5,900, which increased to US\$7,413.8 in 2014 or an increase of 25.65 percent (WTTC, 2014).

In another study, the WTTC also presented an interesting discovery that showed how the tourism sector is able to absorb five times more employees in comparison to the automotive industry, five times more than the chemistry industry, four times more than the mining industry, two times more than the banking industry, two times more than the communications industry, as well as 15 percent more in comparison to the financial services industry. This condition illustrated how the tourism industry is a very accommodative sector for the employment problems in the world (WTTC, 2013).

The social condition of the world community that tend to respond positively to tourism activities is a good catalyst and therefore countries with potential tourism areas should accommodate this moment wisely in order to turn their potential into a most favorable income source. Indonesia, as one of the countries with the largest potential for tourism, should be able to make the most of this moment. Furthermore, it was revealed that international tourists from all over the world spent at least US\$13 trillion in 2013 or an increase of 3.9 percent from a year earlier, in which 10 percent of the total spending was spread across Southeast Asia (WTTC, 2014). This latest fact indicated that more and more tourists are drawn to the tourism areas in Southeast Asia, which means the bigger chances for Indonesia to increase foreign exchanges from international tourists.

However, in reality, Indonesia tends to be not prepared in making the most of this new trend. In the latest development, Indonesia was not included in the 30 biggest countries in the world in the tourism sector. To be precise, Indonesia was ranked 31st. More shockingly, in the tourism infrastructure aspect, Indonesia was ranked 84th in the world, far below Thailand at 44th, Malaysia at 41st, let alone Singapore at 4th (World Economic Forum, 2013). This condition indicated that the role of the government in maximizing the provision of tourism infrastructure in Indonesia is yet to be optimized.

The provision of infrastructure that is yet to be optimized is an irony because the tourism sector in Indonesia is among the five largest contributors of foreign exchanges from 2010 to 2012, which then increased to the fourth largest from 2013 to 2014. The value of its contribution also continually increased, with the total of revenue of US\$7,603.45 in 2010 increased by 12.5 percent in 2011, which then increased again by 6.62 percent in 2012, as well as an increase of 10.23 percent in 2013, and then increased by 11.6 percent in 2014. The average increase from 2011 to 2014 was 10.24 percent (Ministry of Tourism: kemenpar.go.id).

The increase of foreign exchanges was directly proportional with the increase of the number of tourists

from 7 million people in 2010 to 9.44 million people in 2014 (the Central Statistics Agency, 2014). According to this data, it can be observed that the consistency of the increase of tourism foreign exchange contribution and the increase of number of tourists are yet to attract the attention of the government to increase the affirmation toward the tourism sector. In the end, the management and the managerial function, especially in tourism, are yet to be effectively implemented.

The management and managerial function that are yet to be effectively implemented are often caused by the poor coordination and synergy of the local governments both bottom-up and top-down (Hasibuan, 2006). In fact, one can often find ineffectiveness in the development partnership with stakeholders. This condition occurred in Berau Regency, particularly in Derawan Islands as an eco-tourism object, which experienced reduction in eco-tourism management principles from private sector namely hotels in Derawan Islands and the Local Government. Most of the hotels that are built in this area are located near the beaches. This condition will hamper the ecosystem diversity of the coastal areas and the beaches such with the occurrence of damages such as abrasion. However, the government cannot intervene further because of lack of regulations (IPCC, 2001).

The limitations of the coverage of the government will surely hamper the optimization of the development of Derawan Islands as a maritime eco-tourism area with 'eco-tourism' as the main development theme. The eco-tourism potential of Derawan Islands is enormous and in fact this area was once nominated as one of the World Heritage Sites of UNESCO by the Ministry of Environment in February 2005 because of the diversification of its tourism potential from marine parks, non-stinging jellyfish, and many more (UNESCO: whc.unesco.org). The inability of the Berau Regency Administrations to intervene the private sector has challenged the essence of eco-tourism that largely highlight the sustainability and the existence of ecologic system. If the meaning or the essence of eco-tourism is further explored, then the term itself can be defined as a voyage or excursion in order to facilitate, refine, and usually, to protect the environment within the area from the possibility of certain impacts (Honey in Drumm and Moore, 2005).

Another definition mentioned that eco-tourism is a form of sustainable tourism that is based on the principles of ecology as well as the concepts of sustainable development (Wang and Tong in Seba, 2012).

Ballatyne and Packer (2013) added that eco-tourism is a discussion that covers the interaction between environment, social and economic aspect of tourism, and aims to uncover the observation of the academics whether examined or studied through the understanding of eco-tourism itself or other terminology.

Therefore, the intervention of the government and the private sector toward eco-tourism objects should have positive implication toward the sustainability and the development of the maritime eco-tourism areas in Derawan Islands. Indeed, it should as far as possible reduce the impact of anthropogenic factor such as never-ending constructions on beach shores and other

anthropogenic activities that also harmful such as waste (Ashdiana, 2014) or the exploitation of turtles that in no way whatsoever upholding the important aspect of eco-tourism. It should be noted that the development of eco-tourism should consider the important aspects that consist of the ecological, economic, social, and cultural aspects (Stefanica and Vlavian-Gurmeza, 2010).

Since the eco-tourism potential of Derawan Islands is enormous and, moreover, still under development, the chance for the eco-tourism to be developed is still quite large. Indeed, this potential can be an alternative for the local government to curb its dependence to the mining sector in the past five years (Berau Regency in Numbers, 2015). In order to answer this potential, there should be an appropriate planning approach with both accommodative and anticipative methods toward various possibilities. Based on the main point of the discussion of this research paper, which is maritime eco-tourism development, it can be confirmed that the complexity level of the discussion itself will be very high. Each important aspect of maritime eco-tourism development is believed to possess a focus that, should it be explored even deeply, will produce rigid analysis, whereas the complexity should be framed within a strategy in the planning stage.

Based on the condition, scenario planning is the appropriate planning because it can accommodate high level of complexity and uncertainty (Lindgren and Bandhold, 2009). The scenario planning itself is an effective instrument in observing the future that enables the planner to discover possible conditions (Alexander and Serfass, 1998). Another definition is that scenario planning is a part of a strategic planning that is related to the tools and technology in order to manage the uncertainty in the future (Ringland, 1998). Similar to Ringland, Lindgren and Bandhold (2009) defined scenario planning as the most effective strategic planning and provided additional insights that scenario planning is very compatible with medium and long-term planning.

In public administrations, especially for tourism or maritime eco-tourism sector, the scenario planning approach is hardly ever applied in Indonesia. Based on the search of the author, in the level of local administrations, the planning approach that is commonly used is the strategic planning approach. Law No 25/2004 on the National Development Planning System (SPPN) that become the reference for regional planning and the Government Regulation No 50/2011 on the National Tourism Development Master Plan is filled with the nuance of the strategic planning of John M Bryson (2011). In fact, by looking at the time period that is longer than the medium duration (5 years), on top of the complexity of the aspects of eco-tourism as previously mentioned, it can be confirmed that the level of complexity and uncertainty will be very high.

Strategic planning cannot accommodate the high level of uncertainty and complexity (Lindgren and Bandhold, 2009), so therefore the scenario planning is suitable in this case. In this research paper, the strategy is formulated through scenario planning approach with time period of 10 years. Before the strategy is formulated, the first discussion that is carried out is

the study on the management of eco-tourism object in Derawan Islands by the local government, from the planning, the implementation to the accomplishments. The second discussion is further identification and putting the expectations of both local and international tourists into consideration in order to provide the picture in relation to the needs of the user of eco-tourism services in Derawan Islands.

The third discussion is the analysis of the condition of the four aspects of eco-tourism according to Stefanica and Vlavian-Gurmeza, namely ecological, economic, social, and cultural aspect. Furthermore, the fourth discussion is to formulate the development strategy for the maritime eco-tourism object in Derawan Islands through TAID method.

RESEARCH METHODS

This scenario planning research is a qualitative research that uses the TAIDA method, which in the beginning was developed by Lindgren and Bandhold in 2003 and then was perfected in 2009. In essence, TAIDA is the acronym of tracking, analyzing, imaging, deciding and acting. With the regard to the scope of this research that does not allow us to step further into the acting stage, this research will only cover TAID. The following is the explanation of each stage.

Tracking is the stage that related to the efforts to discover the trend, drivers, and uncertainty that should be considered as long as they are influential toward the future of focal question (Lindgren and Bandhold, 2009). In essence, the focus is on the efforts to firstly identify the trend, in which the drivers and uncertainty can be found. The trend itself can be defined as something that represents a profound change (Lindgren and Bandhold, 2009). This change is observed through the dynamics of change from year to year within certain period.

The identification is performed through media scanning, internet research, and professional network (Lindgren and Bandhold, 2009). As an additional trend identification, a desk study is carried out on related regulations and planning documents. The output of this stage is a summary of findings (variable) that later becomes the object analysis for the next stage: analyzing. This stage answers the three early discussions of this research paper, which are: a. the review on the management of Derawan Islands by the local government; b. the expectations of the tourists; and c. the review on the four aspects of eco-tourism.

The analyzing is basically aims to identify the drivers as well as the consequences in order to understand how trend interacts (Lindgren and Bandhold, 2009). This stage consists of two main activities, the first one is conducting an interrelation analysis between trends that are found and the second one is to developing scenario.

In the interrelation analysis, the author uses the cross-impact analysis technique. The scale of influence is set with the range of -2 to 2 with the assumption; a. -2 as the most negative influence; b. -1 as negative influence; c. 0 as no influences; d. 1 as positive influences; and e. 2 as most positive influences (Lindgren and Bandhold, 2009). In the

end, they will be aggregated in order to conclude which variable with the biggest total as the strongest driver and, in turn, the smallest total as the strongest dependent.

The second activity of this stage is building scenario. In this activity, the author firstly reflected the timeline as the representation of the environmental condition that both conventionally and normally most possible to occur based on the review during the tracking stage. After that, the author began building scenario with the selection of the two variables that each represents the status as the strongest driver and the strongest dependent. The next step is to create cross-scenario scheme in the form of a quadrant where in this cross-scenario scheme both the optimistic and the pessimistic assumptions of the two variables will be represented. Subsequently, based on the interactions in this quadrant, the author began to build four environmental scenarios in the future.

For all intents and purposes, the imaging stage is very closely related to the decision-making process in the future in order to accomplish certain targets or commonly known as vision. The previous stage is merely an instrument to clarify the future situation that may be used as vision. The word 'vision' itself can be defined as a positive idea about the desired future (Collins and Porras, 2001). The formulation of a vision is not linearly or directly dependent on the previous stage. However, the previous stage provided a quite clear picture that subsequently becomes one of the considerations for the decision-making process in determining vision.

This stage is stage where all of the previous stages are put together. The tracking, analyzing, and imaging

stages are all important instruments for this stage. It should be understood that this stage is essentially focusing on the discussion of the formulation of a strategy. All of the previous stages become the important input to be used in the formulation of the strategy. The existing strategy naturally represents each environmental scenario in the future as well as geared toward the optimization of the accomplishments of the vision that is previously set.

Therefore, there will be four strategies that will be used to optimize the accomplishment of goals or vision. Each strategy in each scenario has certain activities to realize this strategy. In general, the mind flow of this research paper can be framed in the Research Paper that can be observed on Figure 1.

In this picture, it can be observed that the process that is conducted in this research paper cannot be separated from the research stage as initiated by Lindgren and Bandhold known as the TAIDA Scenario Planning Stages, which is later elaborated with research construction while still clinging to the discussions that are both required and important to be discussed as well as further reviewed in this research paper. This picture also explained the Lindgren and Banhold's stage that the research paper did not cover, which is the acting stage as previously explained.

RESULT AND DISCUSSION

Based on the introduction section of this research paper, the research method, as well as the research framework as explained on Picture 1, then the discussions

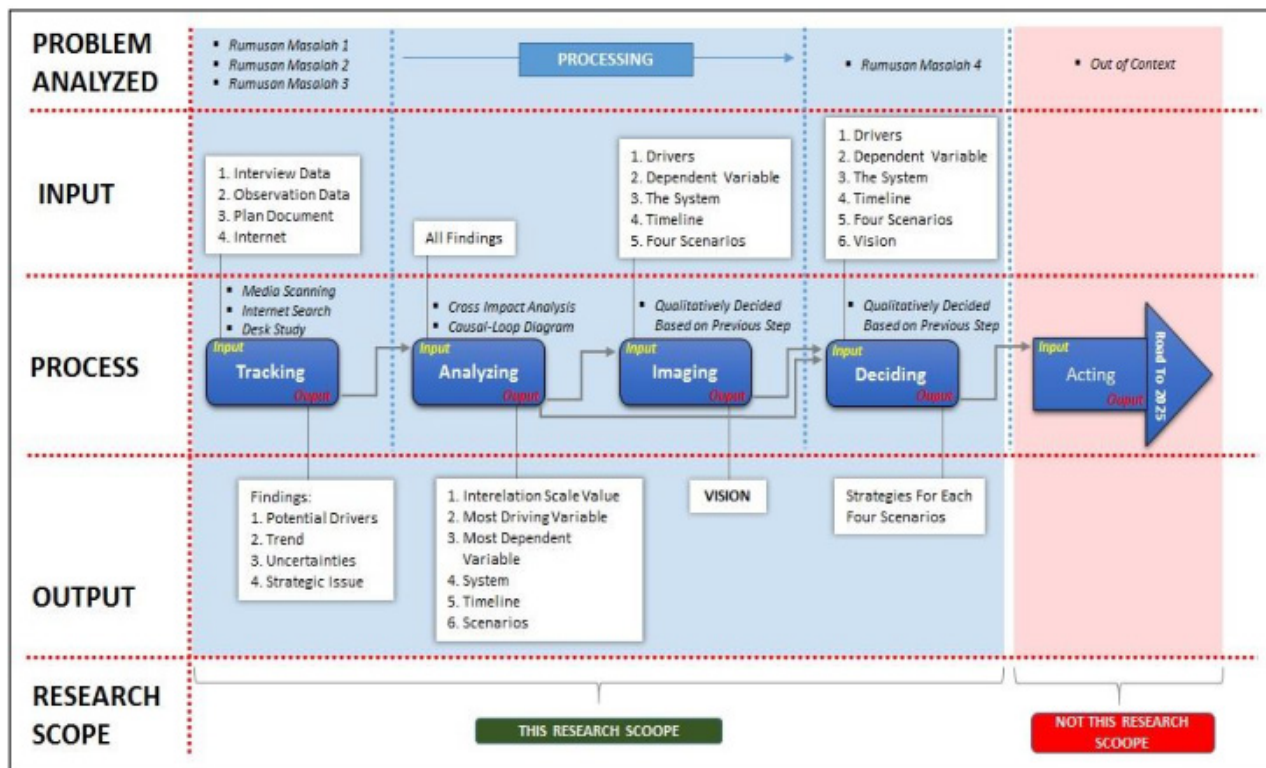


Figure 1. Research Paper

in relation to the condition of the management of the maritime eco-tourism of the Derawan Islands can be observed from three sides, namely: a). planning; b). the implementation from the local government; and c). the accomplishments of the local government. From the planning side, the existing management that is conducted by the central, provincial, and the local governments on the maritime eco-tourism of Derawan Islands is observed and analyzed in a qualitative manner in relation to the consistency of the planning both in terms of procedure and substance on the Government Regulation No. 50/2011 on the National Tourism Development Master Plan 2010-2025 Attachment III, the Local Regulation in the East Kalimantan Province No. 14/2008 on the Tourism Development Master Plan in East Kalimantan Province and the documents on the Tourism Development Master Plan in Berau Regency.

Based on this analysis, it was identified that the affirmation of both the provincial and the central governments toward the development of Derawan Islands is enormous. This can be proven by the planning documents where it was explicitly stated that the Derawan Islands is a strategic area for maritime tourism. This condition further strengthens the bargaining position of Derawan Islands, and therefore opens the potential for the acceleration of the development of tourism in Derawan Islands. Aside from the positive findings, in terms of administrative, the planning documents in the local level is not synergistic yet with the provincial level and therefore the demand of both top-down and bottom-up planning is yet to be fulfilled.

In addition, the institutional strengthening program of the related technical working unit (the Berau Regency Cultural and Tourism Agency) is yet to be fully implemented and, administratively, this can be proven with the fact that this program is not accommodated in both the strategic plan and the work plan of the Berau Regency Sanitation and Parks Agency. In the outcome level, the contribution of this program as well as its derivatives in the form activities (Skill Workshops for Artists; Management Training for Hotels and Restaurants; Training for Tour Guide; Community Development) is yet to be significantly visible toward the Derawan Islands District.

Meanwhile, in terms of implementation, it can be traced from the intensive discussions with related government institution, such as the Berau Regency Cultural and Tourism Agency and Berau Regency Revenue Agency. Based on the two-way interactions with several key sources of the related institutions, it was identified that the direction for the development of the Derawan Islands District is as maritime tourism area. This is proven by the serious effort from the government in increasing the intensity of the tourism promotion as well as various cooperation's with media outlets in the nation by highlighting the unique potential of maritime tourism as the dissemination tagline. This condition is strengthened by the cooperative role from the community in supporting tourism activities in the Derawan Islands District.

The next part is observing the accomplishments. The analysis of the accomplishments can be observed through the Government Institution Performance and Accountability Report (Lakip) of the Berau Regency Sanitation and Parks Agency (DKP) in 2014, the Work Plan of the Berau Regency DKP in 2014, and the Realization of the Real Income Revenue of the Derawan Islands from 2010 to 2014. Based on the observation and the analysis above, it is proven that the legal accountability is basically poor. This can be proven by the Performance Accountability System (SAKIP) of the Berau Regency Administrations, especially the Berau Regency DKP, is not structured based on the standard of the Presidential Regulation No. 29/2014 on SAKIP. In addition, the Performance Accountability Report (LAKIP) is not substantial, which means that the performance that is measured is only limited to the financial performance or the percentage of the budget absorption, while the percentage of the performance accomplishments based on the indicators of programs/activities on planning documents are not applied. Aside from the condition of accountability, the contribution of tourism to the Derawan Islands District toward the Regional Real Revenue is consistently increasing. This becomes strength as well as a distinctive opportunity for the eco-tourism development in the Derawan Islands District.

The next discussion is related to the expectations of the tourists, both international and local tourists. The review is conducted through interview with these tourists. Based on the interviews that were conducted for this research paper, it can be identified that the unique topography of the area is the most interesting factor for tourists. In addition, the socio-cultural uniqueness, including the traditional cuisine, also becomes the main attraction for tourists, so therefore it is not surprising that the statistics of the visits of both international and local tourists are consistently increased. This increase is also cannot be separated from the existence of the Kalimantan Airport that already satisfactory in terms of facility and infrastructure.

The uniqueness of the topography, the existence of the adequate airport, and the socio-cultural condition are very much influential toward quality of the image of the tourism of the Derawan Islands District. However, this does not mean that there are no criticism, input, and negative comments based on the statements of these tourists. Most of the tourists are complaining about the poor access to the Derawan Islands District. Problems such as damaged roads as well as the lack of traffic signs and lights are highlighted by the tourists. This condition increases the chances for accidents to happen. In addition, the supporting facility for the tourism industry such as media or information board is considered to be very minimal and this condition is further worsened with the lack of foreign language proficiency from the local community of the Derawan Islands District, this makes it difficult for the tourists especially foreigners in gaining information.

In relation to this problem, the majority of the tourists suggested for the provision of an interactive

information media. In addition, these tourists also underlined the importance of physical development as well as prioritizing non-physical development such as the strengthening of local wisdoms (social and cultural). One of the tourists also revealed the importance of the development of the standard of procedure (SOP) for water transportations in order to increase the guarantee of the safety of the tourists.

The next discussion after touching the subject of the management of the government and the expectations of tourists is the discussion on the condition of ecological, economic, social, and cultural aspects of the maritime eco-tourism area in the Derawan Islands District. The condition of the four aspects can be observed and reviewed through direct observations and interviewing several key sources. The finding that is identified is the lack of actors in the eco-tourism management. In the development of eco-tourism, the minimum managing actors is a positive condition (Stefanica and Vlavian-Gurmeza, 2010). This minimizes the potential of a massive exploitation of the resources of eco-tourism. In addition, the public awareness in the exploitation of ocean products is also very high. The maintenance of ocean products is in fact a part of the local culture that to this date has been maintained successfully.

This condition can guarantee the sustainability of the biodiversity in the waters of the Derawan Islands District, with turtles as an exception. To this date, the hunting of wild turtles is quite intense. This is proven from the massive number of turtle-based ornaments that is sold in souvenir shops in the tourism spots of the Derawan Island Districts. This condition is the implication that there are no other typical occupations other than fishermen or motorists in the Derawan Islands District.

In addition to this problem, the environmental problem that is related to waste is becoming a strategic problem especially in the ecological aspect. The increasing number of trash pile is further worsened with the lack of awareness from the tourists and the community. Based on this condition, the waste management system that is tied under a regulation is very important to be developed, but in reality until this research paper is conclude the system is yet to be built. Accumulatively speaking, if the condition persists, then it will not close the possibility of a condition where the waste problem becomes very complex and need bigger effort to tackle.

In the first activity, which is the interrelation analysis between trends, is conducted with the cross-impact analysis. Based on the cross-impact analysis, with the interrelation of 42 variables or findings as explained on Table 1, the final calculation for the value scale number with the qualitative scale between -2 to 2 clearly indicated that the variable of the Partisanship of the Government in the form of affirmations by the central, provincial, and local governments toward the development of the tourism area that is based on maritime eco-tourism in Derawan Islands is the most influential variable or the stronger driver that influence 11 variables with the total score of variable strength of 23. Meanwhile, the most depending variable is the

Tourism Image Quality that in total is influenced by 16 variables with the total score of dependence of 28.

The high calculation results of the cross-impact analysis on the variable of the Partisanship of the Government in the Derawan Islands in Berau Regency are very reasonable. Qualitatively speaking, the interrelation of the variable of the Partisanship of the Government toward many other variables indicated a very large positive domination. This is because the government plays a very big and important role in the management of regional development including the management of eco-tourism in terms of development, planning, and the formulation of policies (Baum and Szivas, 2008). As a result, the scope of the domination of the government in the variable of the Partisanship of the Government is very broad, and thus it is very rational that the variable of the Partisanship of the Government become the stronger driver in this research.

It should also be noted that the existence of the Partisanship of the Government as the strongest variable in this research is based on the fact that, from the level of the central, provincial, and local governments in the planning stage of the Derawan Islands, there is always a special portion of partisanship. This condition is naturally exceeding the expectations of the sustainable eco-tourism standards, which highlights the intervention and the support from the government but limited only to the level of local government both in terms of the formulation of regulation and the resolution of the eco-tourism development itself (Weaver and Lawton, 2007).

Meanwhile, in addition to the discussions on the strongest variable based on the cross-impact analysis, there should also be a scientific justification in relation to the variable with the highest dependency score based on the calculation of the cross-impact analysis. As previously mentioned, the variable with the highest dependency score is the Tourism Image Quality. The definition of the Tourism Image, or more popularly known as the Tourism Destination Image, is the general impression of tourists toward a tourism destination (Martinez et al, 2010).

The attempt to create the general impression of the tourists to the positive side is largely influenced by various aspects such as heritages both physically (topography) and other forms such as history, culture, location, the participation of the stakeholders, politics, and genders (Tavares, 2011). This means that it becomes very rational when the variable of the Tourism Image Quality become the variable that is very dependent toward other variables, since the 41 other variables that are identified during the tracking stage are part of the aspects of politics, social, culture, location, physical areas, and even the participation of the stakeholders. In general, this means that the perspective of interests of the tourists as the party with informal authority to justify tourism image must be grasped well and followed up wisely by the management of the tourism object especially the government (Kapferer, 2008).

Based on the description above, it is very clear that the calculation of the cross-impact analysis that determine the variable of the Partisanship of the Government as

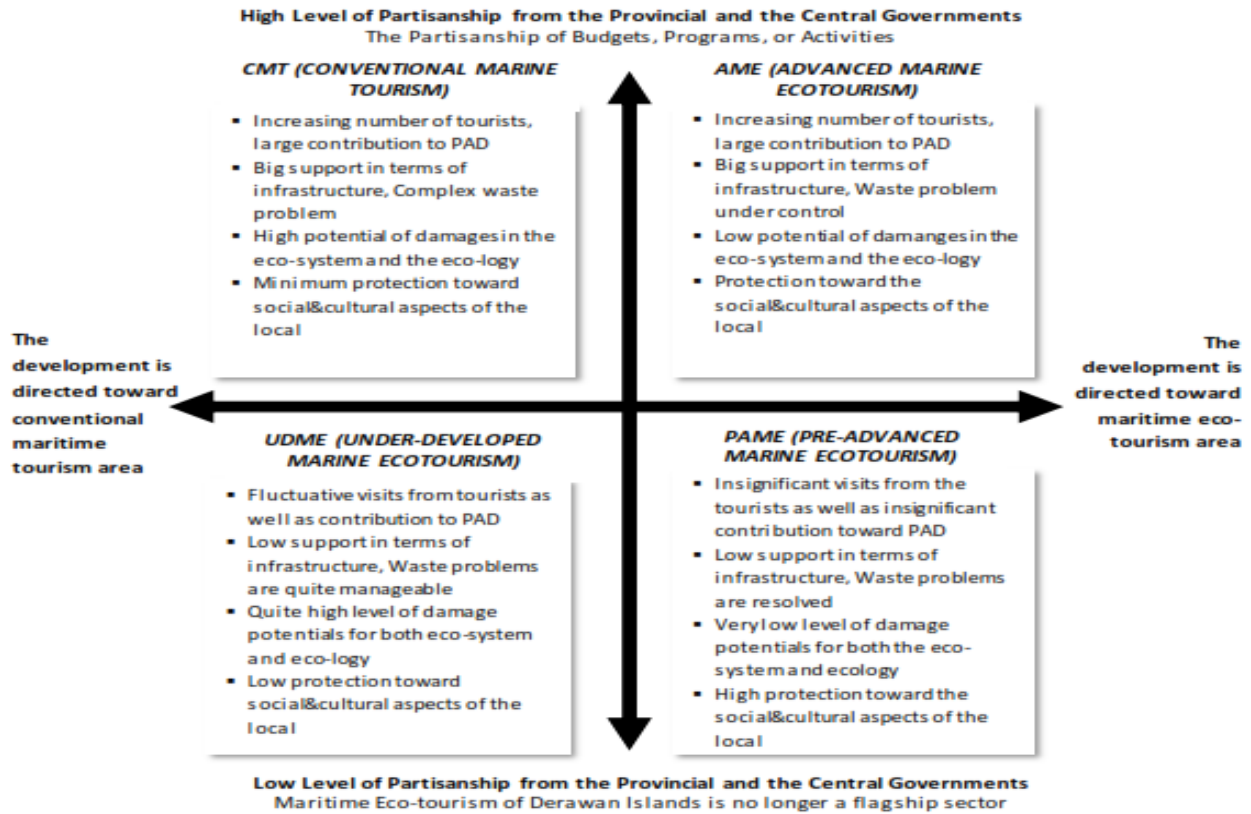


Figure 2. The Overview of the Future Scenario for the Maritime Eco-tourism in Derawan Islands

the most influential variable as well as the driving force and the variable of the Tourism Image Quality as the most dependent variable can be theoretically justified. In the analysis stage, after the analysis activity between relations with the use of the cross-impact analysis, the next step was the start of developing scenario for the condition within the next 10 years. With the attention to the results of the interrelation analysis, as well as the interaction of the cross-scenario results of two variables that include the strongest (the partisanship of the government) and the most dependent variable (tourism image), then it four environmental scenarios that most likely to occur can be identified based on the trend and the analysis of the interrelation between trends with the use of cross-impact analysis that can be seen on figure 2. In this illustration, through the cross-scenario quadrant, it can be observed that there are four themes of scenario, namely Conventional Marine Tourism (CMT), Advanced Marine Ecotourism (AME), Under-Developed Marine Ekotourism (UDME) and Pre-Advanced Marine Ecotourism (PAME).

As previously explained in the research method, the formulation of the vision is not very influenced by both the tracking and the analyzing stages. However, these previous stages still provide the illustrations on the conditions in the future. Theoretically speaking, vision can be defined as a series of statements that reflect the dreams, expectations, and the goals that an organization want to accomplish in the future (Aditya, 2010). With the regard to the potential, topography, and the social structure of the community in the Derawan Islands in

Berau Regency, then the most relevant vision for the next ten years based on qualitative formulation is as follows:

“To Create the Derawan Islands as a Sustainable and Competitive Eco-tourism Object as an Alternative for Real Revenue Foundations to the Berau Regency in Realizing the Public Welfare”

The foundation of the thoughts for this mission is in line with the understanding toward the three important elements of eco-tourism development because, in essence, the formulation of this mission is a reflection of the ideal demand of eco-tourism development I based on three elements. The three important elements of eco-tourism development namely Respect for the ecotourism integrity, Local participation and Economic opportunities for the local population (Barkauskiene and Snieska, 2013). The interaction between the three elements can be seen on figure 3.



Figure 3. The Important Elements of Eco-tourism Development

Source: Ecotourism as an integral part of sustainable tourism development (Barkauskiene and Snieska, 2013:452)

In the first element, which is the respect for the ecotourism integrity, Barkauskiene and Snieska attempted to explain that environment is the main supporting point for eco-tourism, which means that maintaining the integrity, the authenticity, and the purity of the environment that become the object of eco-tourism is an obligation. This means that eco-tourism is basically a form of sustainable tourism because it also put forward sustainable principles and development in the form of efforts to maintain the preservation of the natural resources especially in the maintenance of the biodiversity in the area (Honey, 2008; Wang and Tong, 2012). This view put its own emphasize that sustainable eco-tourism is an ideal form for the eco-tourism development in the Derawan Islands in the Berau Regency.

The second element is the local participation. This element gives emphasize on the maximum opening of the participation of the local community in planning, policy formulation, implementation, supervision, as well as evaluation. In reality, the involvement of the community in Indonesia for the development of tourism is still very low because of the lack of experts and supporting regulations (Arevin et al, 2014). However, the empiric fact in Derawan Islands speaks the opposite since the involvement of the community is very big and supporting tourism activities. The eco-tourism management will be more effective if the managerial function is technically handled by the local community because in essence, technically speaking, the local community understands more about the environmental condition of the eco-tourism (Barkauskiene and Snieska, 2013). The eco-tourism development with the regard to local wisdom as well as the contribution of the local community enlarge the possibility of the protection of the environment as well as the increasing level of the competitiveness of eco-tourism (Honey, 2008). This provides an illustration that the strengthening of the competitiveness through the participation of the community in the Derawan Islands in the Berau Regency is very strategic. Since the condition of the sociology in Derawan Islands is very cooperative, this vision is both rational and relevant as the output target of the development of this eco-tourism object.

The last one is the third element, the economic opportunities for the local population. This element is closely related to the provision of job opportunities, granting both guarantee and protection to the local community, minimizing the discrepancy in the local community and various community development programs where the output of these programs is emphasized on increasing the financial capability of the local community. (Honey, 2008; Barkauskiene and Snieska, 2013). This becomes the foundation of the initiation that eco-tourism normally contribute positively to the local community, so therefore it can realize the local community development in the Derawan Islands District in Berau Regency. So therefore it is very rational when community welfare becomes the outcome target of the efforts to develop the eco-tourism of Derawan Islands.

In this stage, the decision referred to the decision of strategy formulation. The strategy formulation is based on trend or findings as well as the interactions, scenarios that already pictured, and the vision that has been set. These strategies are the follow-up of the description of the environment that the author previously explained in the analyzing stage. Every strategy that is formulated attempts to realize the vision was set in the imaging stage with the consideration of four scenarios that were analyzed (Lindgren and Bandhold, 2009).

The strategy formulation in the deciding stage based on Lindgren and Bandhold is not exclusively determining a special approach in formulating strategy, thus the strategy formulation of this stage is not tied with one certain approach. Referring to this condition, this research paper inclined to select the SWOT Analysis approach. This is conducted because; the character of the quadrant that is made using cross-scenario analysis is similar with the SWOT qualitative matrix that is developed by Kearns (1992). The difference is that the variables of strength, weakness, opportunity, and threats that are formed using cross-scenario analysis are sourced from two variables that are perceived on both optimistic and pessimistic assumptions (or opposite) while the SWOT analysis utilize many variables of strength, weakness, opportunity, and threats that are gained from in-depth identification toward an organization (David, 2006). The similar characteristics can be observed on the illustration in Figure 4.

Referring to this illustration, as well as considering the four scenarios that were formulated in the analyzing stage, then the strategies for each scenario can be distributed as seen on figure 5. Based on Kearns, as explained on the illustration of figure 4, there are four actions or strategies, namely comparative advantage, mobilization, divestment/investment and damage control. Comparative advantage is an action when the condition of both strength and opportunities are strong, thus it allows an organization to develop better and faster. This condition occurs in the AME scenario, where the partisanship of the government is enormous and the development of tourism object is directed to maritime eco-tourism. This condition allows the maritime eco-tourism of Derawan Islands to develop better and faster. With that, the strategy that is applied is the efforts on the optimization of various strengths and opportunities that already possessed.

Therefore, in order to support the success of the optimization, various activities that should be attempted include: a) Optimizing Mandatory Programs/Activities, this is carried out as a form of accommodating top-down instructions in order to support the success the national and provincial programs/activities; b) Establishing Standard of Procedure (SOP) for Providers and Service Users, this is done in order to guarantee a good implementation of tourism activities that is eco-tourism; c) Establishing Reward & Punishment Mechanism, with an established condition, attempts to protect should be pushed in order to guarantee the sustainability of eco-tourism. This can be realized through the reward & punishment mechanism; d) Developing an Integrated, Effective, and Efficient

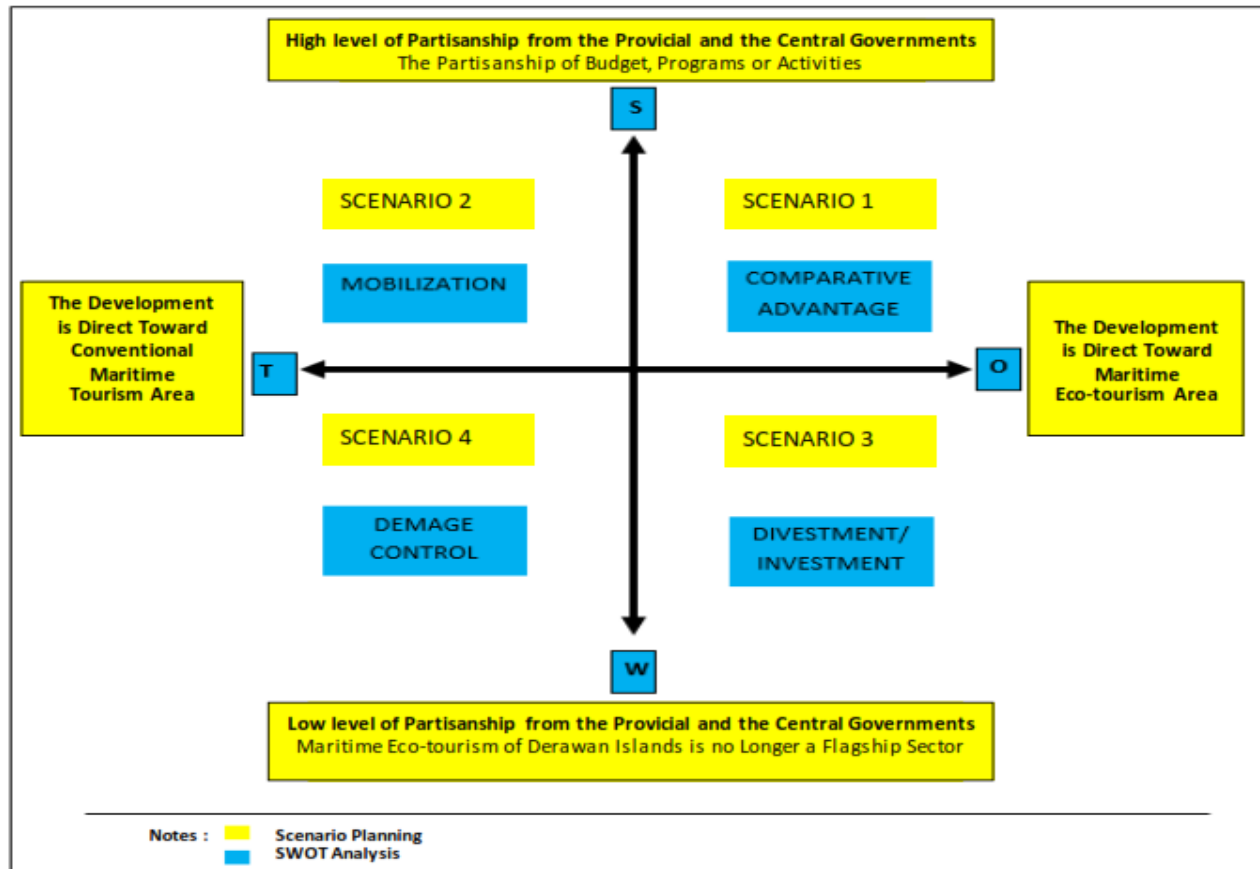


Figure 4. The Illustration of the Similarities of the Characteristics of the Cross-scenario Analysis and the SWOT Analysis with the use of the Two Research Variables

Source: From Comparative Advantage to Damage Control: Clarifying Strategic Issues Using SWOT Analysis (Kearns, 1992) compiled and adjusted

System of Planning, Budgeting, Supervision, and Evaluation for Maritime Eco-Tourism, this is carried out in order to guarantee the good implementation of an optimized eco-tourism development.

The next step is mobilization, this action is a decision that is taken when the strength is possessed but at the same time threats or challenges are much bigger in comparison to opportunities. Thus the attempts that should be taken is shifting or moving these threats or challenges into opportunities. This condition occurs on the CMT condition where the partisanship of the government toward the development of tourism is enormous but the direction of the development is not specifically established toward maritime eco-tourism development but instead conventional tourism. As a response to this condition, as well as considering the suggestion from Kearns, which is mobilization, the action that should be taken subsequently is reforming tourism activities. This reformation is conducted because the system or the paradigm of the development of conventional tourism can only be changed with a systematic approach, so therefore reformation is a rational option.

In order to support the reformation attempt, then several activities should be attempted, namely: a) Conducting Research as Scientific Justification

toward Reformation, this is conducted as a persuasive attempt of the local government to the provincial and central governments to consider the inclination of the Derawan Islands District toward eco-tourism instead of conventional tourism; b) Establishing Bottom-Up Communications through Various Coordinative Activities Based on Existing Laws and Procedure, this is conducted as a form of follow-up for the first activity in order to convince the magnitude of bargaining position as the strength; c) Utilizing the Local Autonomy Authority in Intervening Derawan Islands toward Maritime Eco-tourism; d) Conducting Indirect Intervention through Media Cooperation, this is conducted in order to capture the aspiration and the support of the public including corporations or other non-profit organizations.

The next one is divestment/investment. This action is a decision that is taken when the condition that occurs is the interaction between the weakness and the opportunities of the organization. The opportunities are open but there is no ability or strength to utilize these opportunities. This condition occurs on the PAME scenario where the partisanship of the government is very low but the direction of the development that is conducted is toward eco-tourism. Since the maritime eco-tourism of Derawan Islands is a local asset, then it

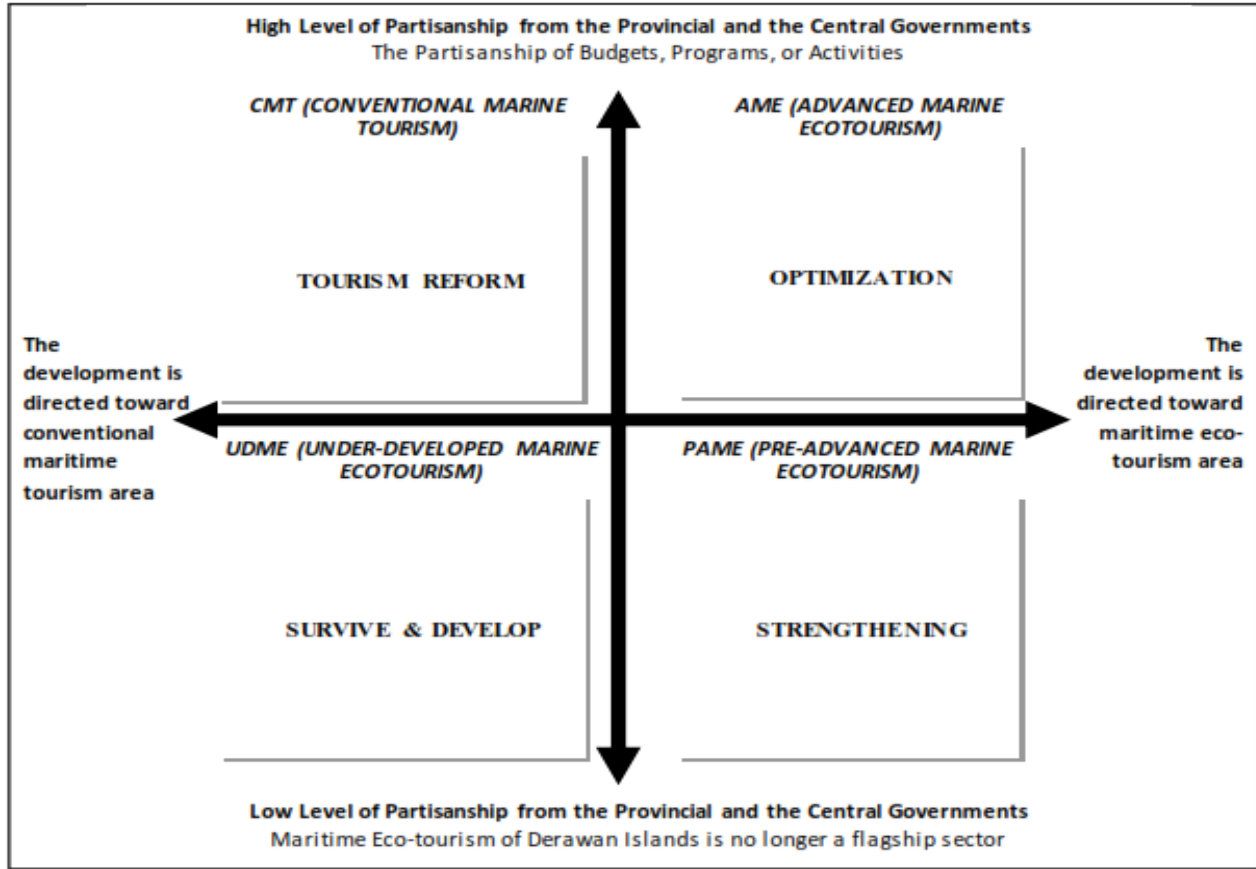


Figure 5. The Strategy Distribution on Each Scenario

is impossible for divestment to take place, so therefore the suggestion from Kearns that is most possibly to be adapted is investment. Based on this condition, the action that is subsequently taken is strengthening. In this case, the strengthening means the strengthening of the capacity of the capital as the driver of the development of maritime eco-tourism of Derawan Islands.

Activities that should be attempted in this strengthening attempt, namely: a) Building Cooperation with Mainstream Media, this is conducted as an initial step for eco-tourism promotion in order to invite capital flow; b) Building Interactive, Effective, and Efficient Communication Pattern in order to Encourage Active Public Participation, this is done in order to stimulate the capability of the public in managing and preserving local wisdoms as capital for the development of the eco-tourism characteristics of Derawan Islands; c) Building Adaptive and Easy Investment Mechanism through Regulation, this is conducted in order to attract the attention from investors so they will become interested to contribute to the maritime eco-tourism of Derawan Islands with a note that the management should be exclusively carried out by the Berau Regency Administrations.

Last but not least, damage control. This action is taken when in an organization there is an interaction between weakness and threats or challenges. The only action that can be taken is the attempt to survive by controlling various potential of damages. This condition occurs in the UDME scenario where the partisanship of

the government is very low and the direction of eco-tourism is directed to conventional maritime tourism. The action that subsequently should be taken is surviving while the same time, if possible, conducting development or improvement on crucial points.

Activities that need to be attempted in order to maintain the maritime eco-tourism of Derawan Islands include: a) Protecting the Sustainability of Maritime Eco-Tourism of Derawan Islands through Regulation, this is conducted because of the nature of regulation/law that is binding and forcing, so there is a real form of protection from the government in maintaining the sustainability of the maritime eco-tourism of Derawan Islands; b) Encouraging the Participation from Local Community, this is conducted because the supervision of the government will be more optimized if the supervision function is also given to the local community; c) Forming Responsive Special Team, this is conducted in order to reduce the systemic impact of the occurring damages, such as waste. If there is a special team that directly respond to this problem, pollution or contamination can be resolved more quickly, the beaches will be cleaner, and of course will attract more tourists; d) Intensifying Research through Third Party Consulting Services, this is conducted in order to identify strategic issues and urgent developments that should be prioritized both in terms of institutions and outcome including the capability on the economic, ecological, social, and cultural aspect.

CONCLUSION

Based on both the results and the discussion of this research paper, it can be concluded that the partisanship of the government on Derawan Islands as an eco-tourism area is very large. On the other hand, the image of tourism in the eco-tourism areas of Derawan Islands is depending on other variables. Based on the two variables, after the cross-scenario scheme is applied, this research paper found four possible scenarios, which are: a. Conventional Marine Tourism (CMT); b. Advanced Marine Ecotourism (AME); c. Pre-Advanced Marine Ecotourism (PAME); and d. Under-Developed Marine Ecotourism (UDME). As a result, there are at least four strategic themes that are prepared in order to accomplish the vision that has been set in the imaging stage. The strategies for each scenario include CMT: Tourism Reformation; AME: Optimization; PAME: Strengthening; UDME: Survive & Develop.

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