

# Obstruction In Planning And Budgeting For Tourism Village Development In Bolaang Mongondow East Regency Indonesia

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## ABSTRACT

This research aims to identify obstacles in planning and budgeting for the development of tourism villages in East Bolaang Mongondow District, North Sulawesi, Indonesia. Key issues identified include poor coordination between government agencies, limited budget allocations due to political priorities, low understanding and capacity of village officials, stakeholder conflicts of interest, bureaucratic obstacles in decision-making and implementation, and inadequate community participation. Utilizing a qualitative approach with a case study method, the findings reveal that these obstacles significantly hinder the development of tourism villages in the district. Consequently, the tourism potential remains underutilized, failing to enhance the regional economy and community welfare. Addressing these issues requires improvements in inter-agency coordination, budget management, capacity building for village officials, conflict resolution, and increased community participation.

**Keywords:** Conflict of interest, planning, budgeting, tourism village, Indonesia.

## Introduction

Developing tourism villages is an essential strategy to improve the regional economy and the welfare of rural communities. East Bolaang Mongondow Regency, one of the 11 districts in North Sulawesi Province, Indonesia, has excellent natural and cultural potential to develop into an attractive tourist destination. East Bolaang Mongondow district has the potential for *comparative advantage*, namely mountains, seas, mines, and endemic flora and fauna that can be a force for economic drivers through the sustainable development of the tourism sector. However, various obstacles hinder the program's progress in planning and budgeting for developing tourist villages in this area. Conflicts of interest are always crucial to discuss because if everything is by the rules and in accordance with what it should be, why is it more challenging to realise tourism than in other regions, especially tourist villages? If all officials carry out their duties by the rules, there will be no conflict of interest in planning, implementation, supervision, and performance evaluation (Fuqoha, 2015). Conflict of interest. Things that trigger conflicts in government administration include bureaucratic problems and the need for good management in government agencies. Good Governance highly upholds the application of ethics in work to avoid conflicts of interest and work according to the rules (Sulistiyanfani, 2021).

In the process, the development of Tourism Villages can be described in the stages of start-up, development, advanced, and independent. Furthermore, data from Central Bureau of Statistics of East Bolaang Mongondow in 2024 shows that the number of foreign and domestic tourists in 2023 is 68,958. Developing Tourism Villages in East Bolaang Mongondow Regency is a challenge. The phenomenon is that from the GDP data of the tourism sector, with the awareness of the depletion of natural resource reserves that are the basis of the extractive industry, the government is seen as necessary to develop the tourism sector to stimulate economic growth (Furkan et al., 2016). The initial Decree for the determination of 6 tourist villages is based on the Decree of the Regent of East Bolaang Mongondow concerning Tourism Villages Number 143 of 2018, then the determination of 25 tourist villages based on the Decree of the Regent of East Bolaang Mongondow concerning Tourism Villages Number 119 of 2022. Then, it became 35 tourist villages based on the Decree of the Regent of East Bolaang Mongondow concerning Tourism Villages Number 138 of 2023. The last stipulates 12 tourist villages

based on the Decree of the Regent of East Bolaang Mongondow concerning Tourism Villages Number 138 of 2024. The six problems identified at the beginning of this study are: (1) Lack of coordination between government agencies in tourist villages' planning and budgeting process. (2) The limited budget allocated for the development of tourist villages is because, currently, the budget is more focused on the political budget. (3) A greater understanding of village officials' capacity to prepare tourism development plans and budgets is needed. (4) Conflicts of interest between various stakeholders in determining village development priorities. (5) Bureaucratic obstacles that slow down the decision-making process and program implementation. (6) Lack of community participation in the planning and budgeting process of tourist villages.

This obstruction significantly impacts the slow development of tourist villages in East Bolaang Mongondow Regency. As a result, the existing tourism potential has not been utilised optimally to improve the regional economy and the welfare of the local community. Therefore, this study is needed to identify the obstacles to planning and budgeting for developing East Bolaang Mongondow Regency tourist villages. By understanding the root of this problem, the right strategies and solutions can be formulated to overcome these obstacles so that the development of tourism villages can run more effectively and provide optimal benefits for the community and the region. This study aims to determine the obstruction in planning and budgeting in the development of tourist villages. The benefits obtained from this research will likely contribute to the development of a conceptual framework that integrates tourism political theory with the dynamics of conflict of interest in the context of tourism village development. Through an in-depth analysis of the interactions between various stakeholders, this study can enrich a theoretical understanding of how diverse powers, influences, and interests shape tourism development policies and practices at the village level. This can help fill gaps in the academic literature on micropolitics in rural tourism development.

## Literature Review

### Concept of the Tourist Village

Tourism villages integrate attractions, accommodations, and supporting facilities in a community life structure integrated with applicable ordinances and traditions (Nurjanah & Yasir, 2019). This concept emphasises the active participation of local communities in tourism development and management, as well as local economic empowerment. According to Hadiwijoyo (2020), a tourist village is a rural area that has a unique and distinctive attraction, both in the form of the physical character of the rural natural environment and the socio-cultural life of the community, which is managed and packaged attractively and naturally with the development of tourism support facilities.

Recent developments in the concept of tourist villages emphasise the aspects of sustainability and environmental preservation. Pratiwi et al. (2021) highlighted the importance of an ecotourism approach in developing tourist villages, which focuses on economic aspects and pays attention to environmental sustainability and local culture. Meanwhile, Sugiarto and Wijayanti (2022) stated that modern tourism villages must integrate digital technology into their management, including online marketing and reservation systems, to increase competitiveness in the digital era.

Another essential aspect of developing tourist villages is empowering local communities. Yulianto and Sulistyani (2023) emphasised that the success of tourism villages is highly dependent on the community's active involvement in every development stage, from planning to management.

In the context of the post-pandemic, Widagdyo et al. (2024) propose the concept of "resilient tourism villages" that can adapt to changes and crises by strengthening the economic and social resilience of village communities through diversification of tourist attractions and strengthening the capacity of human resources.

### Regional Tourism Development

East Bolaang Mongondow Regency, located in North Sulawesi Province, has promising tourism potential but needs optimisation. This area has a variety of tourist attractions, ranging from natural beauty and cultural wealth to typical culinary experiences that can attract domestic and foreign tourists.

1. Tourism Potential East Bolaang Mongondow Regency has several leading tourist destinations, including Tanjung Beach in Kotabunan District, a Waterfall in Matabulu Village, Pineapple Island in Nuangan District, Lake Mooat, which borders South Minahasa Regency, and the Historic Site of the Bolaang Mongondow Kingdom.
2. Development Strategy: To develop the tourism sector, the local government of East Bolaang Mongondow Regency can implement several strategies:
  - Improving infrastructure, improving road access to tourist attractions and developing supporting facilities such as public toilets, parking areas, and tourist information centres.
  - Development of tourism products, creating tour packages that combine various attractions and developing tourist villages to promote local life and culture.
  - Improving the quality of human resources, training local communities in hospitality and tourism management, and empowering them to be involved in the tourism industry.

- Promotion and Marketing, utilising social media and digital platforms to promote tourist destinations and participate in national and international tourism exhibitions.
  - Cooperation and Investment, establishing cooperation with travel agents and tour operators and attracting investors to develop accommodation and entertainment facilities.
3. Challenges and Solutions Some of the challenges faced in tourism development in East Bolaang Mongondow Regency include Budget limitations, which can be overcome by looking for alternative sources of funding, such as public-private partnerships. Due to the need for more public awareness, promoting socialisation and education about the importance of tourism for the regional economy is necessary. There is a lack of tourist visit data, so there is a need for a better data collection system to monitor the development of the tourism sector.
  4. The Role of the Regional Government, The East Bolaang Mongondow Regency Government, is crucial in preparing a master plan for regional tourism development. Furthermore, it allocates a budget for the development of tourism infrastructure, makes regulations that support the growth of the tourism industry, and coordinates related agencies to ensure sustainable tourism development.
  5. Economic Impact: The development of the tourism sector is expected to have a positive impact on the regional economy, such as the creation of new jobs, the increase in local original income, the stimulation of the growth of local SMEs, and the improvement of the living standards of the people around tourist attractions.
  6. Sustainability: When developing tourism, it is important to pay attention to sustainability aspects, including preservation of the natural and cultural environment, waste and waste management in tourist areas, and limiting the number of visits to vulnerable tourist destinations.

By implementing the right development strategy and paying attention to sustainability aspects, East Bolaang Mongondow Regency has the potential to become one of the leading tourist destinations in North Sulawesi. This will improve the regional economy and open up opportunities for local people to be actively involved in the tourism industry.

### **Obstruction Theory in Public Policy**

Obstruction theory in public policy refers to obstacles to policy formulation, implementation, and evaluation. In the context of tourism village development, obstructions can arise in various forms and stages, significantly affecting the effectiveness of the implemented policies.

According to Pratomo and Suryawan (2020), obstructions in tourism village development policies can occur due to conflicts of interest between policymakers, limited resources, and community resistance to change. They emphasised the importance of a collaborative and participatory approach to overcome these obstacles.

Meanwhile, Widodo et al. (2021) identified four main obstructions to implementing tourism village policies: structural, functional, cultural, and managerial. Structural obstruction is related to rigid hierarchies and bureaucracy, functional obstruction is related to overlapping roles and responsibilities, cultural obstruction is related to resistance to innovation, and managerial obstruction includes limited management capacity.

In a recent study, Nugroho and Astuti (2022) highlighted the importance of understanding local political dynamics in analysing policy obstructions in tourist villages. They argue that short-term political interests are often an obstacle to implementing long-term policies necessary for the sustainable development of tourism villages. Another critical aspect in understanding the obstruction of tourism village policies is the inconsistency between central and regional policies. Yulianti and Haryono (2023) stated that there is often a gap between national policies on the development of tourist villages and their implementation at the local level, which is caused by differences in interpretation and priorities.

Related to the digital era, Permana et al. (2024) identified a new form of obstruction in tourism village policies, namely the digital divide. They argue that the inability of some tourist villages to adopt digital technology in tourism promotion and management is a severe obstacle to their development in the modern era. To overcome these various obstacles, Santoso and Rahmawati (2024) propose an adaptive approach to formulating and implementing tourism village policies. This approach emphasises flexibility, continuous learning, and policy adjustments based on feedback and changes in conditions on the ground.

### **Research Methods**

This study uses a qualitative approach with a case study method. This approach was chosen because it allows researchers to gain a deep and comprehensive understanding of the obstacles in planning and budgeting for developing tourist villages in East Bolaang Mongondow Regency. The case study method allows intensive exploration of the phenomenon in a specific context.

The research location includes 1) Regional Head Offices interviewed by the Head of the Tourism Division and head of PMD and 2) Village Heads designated as tourist villages. They were interviewed regarding budget priorities, planning priorities that have been taken for each stage, process gaps, and why the village hall does not run as expected. At that time, there were also supporting informants.

Data collection techniques In-depth interviews Conduct semi-structured interviews with key informants such as local government officials, village heads, community leaders, and tourism business actors. Interviews to

reveal their perceptions, experiences, and views on tourist villages' planning and budgeting process. Participatory Observation: Directly observe the planning and budgeting process at the village and district levels. Record interactions between stakeholders and decision-making dynamics. Document Analysis: Review related documents such as the Regional Medium-Term Development Plan, Regional Government Work Plan, and village budget documents. They are examining regional regulations and policies related to the development of tourist villages.

Data analysis techniques include thematic analysis, which identifies, analyses, and reports patterns (themes) in data. For example, data can be categorised based on emerging themes related to obstacles in planning and budgeting. Furthermore, content analysis analyses the content of policy and planning documents to identify gaps between policy and implementation. Finally, the data was triangulated by comparing and verifying data from various sources (interviews, observations, documents) to increase the validity of the findings in East Bolaang Mongondow Regency.

## Results and Discussion

### Overview of East Bolaang Mongondow Regency

East Bolaang Mongondow Regency was formed based on the Law of the Republic of Indonesia Number 29 of 2008 concerning the Establishment of East Bolaang Mongondow Regency in North Sulawesi Province. Geographically, the area of East Bolaang Mongondow Regency  $\pm 866,372 \text{ Km}^2$  or  $\pm 5.97\%$  of the Area of North Sulawesi Province  $\pm 14,500,275 \text{ Km}^2$ . Area and Boundaries of Administrative Area. Areas designated for natural tourism/marine tourism, which are located in the coastal area of East Bolaang Mongondow Regency, Pinonaguan/Poison Island Area, Kumeke Island, Bombuyanoi/Nanas Island, Ibantong Island, Laga Besar Island, Laga Kecil Island, Ponogaguan Island, Tanjung Merah Island and Lamp Island, Mountainous Area, Waterfall Area, and hot springs in the Mount Ambang area in the East Bolaang Mongondow Regency area; Cultural tourism designated area; is a traditional tourism spread across the East Bolaang Mongondow Regency area; Artificial tourism designated areas are artificial tourism in the East Bolaang Mongondow Regency area. The tourism sector in East Bolaang Mongondow Regency has generally not been managed professionally, but when viewed from the number and type of objects, several locations have great potential for further development.

### The Potential of Tourist Villages in East Bolaang Mongondow Regency

Based on Regent Regulation Number 22 of 2018 concerning the Determination of Tourist Object Areas in East Bolaang Mongondow Regency, the number of potential Tourist Attractions in this area is 61 locations. However, along with the continued conduct of surveys and identification of potential tourist attractions, the survey results until 2023 show the number of potential tourist attractions in this area has increased to 85 locations whose classification consists of Natural Tourism 65 Locations, Artificial Tourism 15 Locations and Cultural Tourism 5 Locations, with the number of tourists, visits both foreign and domestic in 2023 is 68,958 tourists. Of the 85 (eighty-five) potential tourist attraction locations in this area, not all have been developed as tourist villages. There are 12 Tourism Villages, namely Kotabunan Village, South Buyat Village, Central Buyat Village, Jiko Induk Village, East Atoga Village, Bukaka Village, Mototompiaan Village, Jiko Induk Village, Bongkudai Baru Village, Guan Village, East Liberia Village, and Moaat Village.

Tourist attractions that have been developed and managed both by the local government and by the private sector only number 12 locations. The existing budget still needs to be improved, especially in local governments. The locations of tourist attractions that have been developed and are being developed by the Regional Government are 5 locations and 7 locations by the private sector with the following details: Tourist Attractions managed by the private sector namely: Tobongon Outbound Tourist Attractions, D'Mooat Tourist Attractions, Villa Mooat Tourist Attractions, Goba Molunow Tourist Attractions, River View Tourist Attractions, Chimoki Beach Tourist Attractions, and Love Beach Tourist Attractions. Furthermore, the Tourist Attractions developed by the Regional Government are the Lake Mooat Tourist Attraction, the Tanjung Silar Tourist Attraction, the Abadi Beach Tourist Attraction, the Woka Beach Tourist Attraction, and the Diving Center Tourist Attraction.

### Analysis of the Planning and Budgeting Process for Tourism Village Development

The development of tourism villages is one of the regional development strategies that aims to improve the welfare of rural communities through the tourism sector. Proper planning and budgeting are the keys to success in developing tourist villages. Here is an analysis of the stages in the process:

1. Potential Identification and Situation Analysis The initial stage in tourism village planning is to identify the village's tourism potential in terms of nature, culture, and other uniqueness. Situation analysis is also carried out to understand the village's existing condition, including infrastructure, human resources, and community support.
2. Formulation of Vision and Mission Based on the results of identification and analysis, the vision and mission for the development of tourist villages are then formulated. This vision and mission will guide the compilation of programs and activities.

3. Preparation of Strategic Plans Strategic plans are prepared by considering aspects such as the development of tourist attractions, amenities, accessibility, and institutions. This plan must also be in line with the Village Medium-Term Development Plan.
4. Preparation of Work Plan The annual work plan elaborates the strategic plan, which contains concrete programs and activities to be implemented.
5. Budgeting The budgeting process involves several sources of funding, including:
  - Village Fund Budget
  - Village Fund
  - Village Original Income
  - Assistance from the local or central government
  - Cooperation with the private sector or investors
6. Implementation and Monitoring After the budget is determined, programs and activities are carried out according to the plan. The monitoring process is carried out periodically to ensure the effectiveness of implementation.
7. Evaluation and Adjustment Evaluation is carried out to measure the program's success and identify obstacles faced. The results of the evaluation are used to adjust the planning and budgeting for the next period.

### Identify Bottlenecks in Planning and Budgeting

In planning and budgeting for the development of tourist villages, various obstruction factors can arise and hinder the effectiveness of policies. Identifying these factors is essential to formulate the right strategy to overcome these obstacles. According to Wijaya and Furqon (2020), one of the main obstacles in tourism village planning is the need for more accurate data and information. They emphasised that effective planning requires a deep understanding of tourism potential, community characteristics, and market trends, which are often difficult to obtain at the village level. Meanwhile, Rahmawati et al. (2021) identified sectoral egos between government agencies as a significant factor that hinders the integrated planning and budgeting process. They found that a lack of coordination and synchronisation between agencies often results in program overlap and budget allocation inefficiencies.

Regarding budgeting, Nugroho and Wibowo (2022) highlighted the problem of limited fiscal space in local governments as the main obstacle. They argue that many regions need help allocating adequate budgets for developing tourist villages because of other urgent development priorities. Another critical factor is the capacity of human resources. According to research by Hariyanto and Putri (2023), many village officials and regional planners still need to work on understanding the complexities of planning and budgeting tourism villages, especially in integrating tourism aspects with overall village development.

The local political aspect is also a significant obstruction factor. Santoso et al. (2023) revealed that short-term political interests and local elite dynamics often affect the planning and budgeting process, resulting in bias in decision-making and resource allocation.

Related to the digital era, Widodo and Pratiwi (2024) identified the digital divide as a new obstacle in the planning and budgeting of tourist villages. They argue that the inability to integrate information technology in the planning and budgeting process can result in inefficiencies and inaccuracies in decision-making. To overcome these various obstacles, Yuliana and Firdaus (2024) propose a collaborative and participatory planning approach that involves all stakeholders. They emphasised the importance of building consensus and a sense of shared ownership of the prepared plan and budget.

### Impact of Obstruction on the Development of Tourist Villages

Obstructions in the development of tourist villages have a significant and multidimensional impact, affecting the village community's economic as well as social and environmental aspects. According to Wijaya and Furqan (2021), obstructions in the planning and implementing tourism village policies can cause delays in developing vital infrastructure, such as road access, sanitation facilities, and accommodation. This directly impacts the quality of the tourist experience and the competitiveness of the tourist village. Meanwhile, Purwanto et al. (2022) identified that obstructions in coordination between stakeholders often result in program overlap and inefficiency in the use of resources. As a result, the economic potential of the development of tourist villages cannot be optimised, which has an impact on the slow improvement of the welfare of local communities.

Another important aspect is the impact of obstruction on community participation. Research by Nurhayati and Wibowo (2023) shows that when local communities feel neglected in the decision-making process, this can lead to resistance and a lack of ownership of the tourism village program. This condition could threaten the long-term sustainability of tourism village development initiatives. From an environmental perspective, Santoso et al. (2023) highlights that obstructions in implementing regulations and supervision can lead to the overexploitation of natural resources. This not only threatens environmental sustainability but also reduces the long-term attractiveness of the tourist village. Furthermore, Rahmawati and Hidayat (2024) analysed the impact of obstruction on innovation in the development of tourist villages. They found that bureaucratic barriers and resistance to change often hinder the adoption of new technologies and creative approaches in the

management and promotion of tourist villages, reducing competitiveness in an increasingly competitive tourism market.

Finally, Widodo and Pratiwi (2024) emphasise the cumulative impact of various obstructions on the image and reputation of tourist villages. They argue that consistency in the quality of service and tourist experience, which are often the result of various obstructions, can damage the reputation of tourist villages and hinder their long-term growth.

### **Strategies to Overcome Bottlenecks in Planning and Budgeting**

Overcoming obstacles in planning and budgeting tourism villages requires a comprehensive and multidimensional approach. Researchers and practitioners have identified several key strategies in recent years.

1. **Strengthening Multi-stakeholder Collaboration:** Widiyanto et al. (2021) emphasised the importance of building strong collaboration between the government, local communities, the private sector, and academia. They propose the establishment of a collaborative forum that involves all stakeholders in the planning and budgeting process. This approach can help align various interests and reduce conflict.
2. **Human Resource Capacity Building:** Nurhayati and Sulistio (2022) identified that one of the main obstacles is the need for more human resource capacity in planning and budgeting. They recommend intensive training and technical assistance programs for village officials and tourist village managers, focusing on strategic planning and financial management skills.
3. **Adoption of Information Technology:** In the digital era, Permana and Hidayat (2023) highlight the importance of adopting an integrated management information system for planning and budgeting. They argue that digital platforms can increase transparency, efficiency, and accuracy in the planning and budgeting process of tourist villages.
4. **Evidence-Based Approach:** Pratiwi et al. (2023) emphasise the importance of an evidence-based approach in planning and budgeting. They propose using comprehensive data and analysis to support decision-making, including implementing feasibility studies and impact analyses prior to program implementation.
5. **Flexibility and Adaptability:** In the face of uncertainty and rapid change, Santoso and Rahmawati (2024) propose a more flexible and adaptive approach to planning and budgeting. They recommend using planning scenarios and reserve budgets to anticipate changes in conditions.
6. **Strengthening Community Participation:** Yuliana and Haryono (2024) emphasised the importance of involving local communities in planning and budgeting. They propose a structured and sustainable public consultation mechanism to accommodate people's aspirations in tourism village planning.
7. **Synchronisation of Central and Regional Policies:** Wahyudi et al. (2024) identified the need for better synchronisation between national policies and implementation at the local level. They recommended forming a cross-level coordination team to ensure policy alignment and budget allocation.

### **Conclusion**

The analysis of planning and budgeting for tourism village development in East Bolaang Mongondow Regency reveals significant challenges hindering its progress. Primarily, a lack of coordination among government agencies and a disproportionate allocation of funds towards political interests rather than tourism development have hampered effective resource utilization. Moreover, the limited understanding and capacity of village officials in tourism management have impeded optimal village development.

The presence of conflicting interests among stakeholders has further complicated the decision-making process. Bureaucratic hurdles have exacerbated delays in program implementation, while the absence of meaningful community participation has limited ownership and sustainability of tourism initiatives. These combined factors have resulted in suboptimal development of tourist villages, hindering their potential to contribute to the region's economic growth and community welfare. To overcome these challenges, a comprehensive and collaborative approach is imperative. This includes strengthening inter-agency coordination, reallocating budget priorities towards tourism development, enhancing the capacity of village officials, and fostering a more inclusive and participatory planning process. By addressing these issues, East Bolaang Mongondow Regency can unlock the full potential of its tourist villages and achieve sustainable socio-economic development.

This study offers a comprehensive analysis of the challenges hindering tourist village development in East Bolaang Mongondow Regency. The findings provide valuable insights for local governments and stakeholders to develop effective strategies for fostering tourism growth. Moreover, the research serves as a reference point for other regions grappling with similar obstacles in their pursuit of tourist village development.

To enhance tourist village development, several recommendations are proposed. First, improving coordination and budget allocation for tourism initiatives is crucial. Second, capacity building for village officials is essential to strengthen their management capabilities. Addressing conflicts of interest among stakeholders through open dialogue is also vital. Streamlining bureaucratic processes and empowering the community to participate actively in tourism planning and implementation are additional measures to consider.

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