

## REDESIGNING THE BUNAKEN NATIONAL PARK COLLABORATIVE MANAGEMENT MODEL TO ACTUALIZE SUSTAINABLE TOURISM DEVELOPMENT

Elvira Mercy Katuuk<sup>1</sup>, Titi Susilowati Prabawa<sup>2</sup>, Noldy Tuerah<sup>3</sup>

<sup>1,2</sup> Satya Wacana Christian University, Indonesia

<sup>3</sup> Sam Ratulangi University, Manado, Indonesia

Email: elvira.katuuk@yahoo.com<sup>1</sup>, titi.susilowati@uksw.edu<sup>2</sup>,

noldytuerah@gmail.com<sup>3</sup>

### ABSTRACT

*Bunaken National Park (BNP) was awarded the Global Winner and National Parks Category Winner in 2003 from the British Airways Tourism for Tomorrow Award for its success in implementing collaborative management (co-man). However, various recent studies actually show its ineffectiveness in managing BNP. The reasons are lack of quality conservation, the unfinished transformation of the profession of fishermen and farmers into the tourism industry, and the alienation of socio-cultural factors from the BNP management system. Using qualitative-descriptive research methods, this article aims to evaluate the implementation of the co-man model in BNP by analysing the role of actors (stakeholders) in order to actualize Sustainable Tourism Development (STD). The result is that actors have no significant role in implementing the co-man model due to the government's dominance. This research also found goal disorientation in BNP management due to the ineffectiveness of the model. Its research questions are: how is the BNP co-man model effective in actualizing STD? What are the ideal roles of the actors and what basic prerequisites are needed for the collaboration model to operate effectively? This study urges the need for a multistakeholder approach by providing equal space for actors and placing STD as a "core business".*

### KEYWORDS

*Sustainable Tourism Development, Collaborative Management (co-man), Stakeholders, Bunaken National Park*



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### INTRODUCTION

Collaborative Management (co-man) is initiated to involve the participation of all interest groups, especially local communities in order to resolve governance problems (De Koning et al., 2017; Shivakoti, 2017). Co-man is believed to be an effective strategy in managing protected areas to accommodate the interests of local communities (Indrawan et al., 2014). Furthermore, Bunaken National Park (BNP) claimed to have implemented a co-man model since 1991 with three different structural models.

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First, between 1991-1993 BNP was managed by the North Sulawesi Provincial Government, in collaboration with the Manado City Government, and a number of other stakeholders. Second, between 1993-2002 BNP was managed by the National Resources Management (NRM) project involving international funding and individuals from USAID. This co-man was manifested through a body called the Bunaken National Park Management Council (Ross et al., 2019). The collaborating parties are *BAPPENAS* (regionally, *BAPPEDA*), Ministry of Forestry c.q. Director General of Forest Conservation and Protection, local communities of the Bunaken Island, police, researchers, an active marine tourism industry, and local conservation NGOs. The NRM project ended in 2002 but the BNP Management Council operated until 2014. Thirdly, since 2014, the council was disbanded and the BNP Management was completely under the Ministry of Environment and Forestry, through the Bunaken National Park Office (BNPO) (Sidangoli et al., 2013). In this case, the collaboration element is not formally institutionalized.

A number of awards, both national and international, were received as proofs of the success of the BNPO management. For instance, noted that between 1992-1999, the BNPO received an award from the International Union for Conservation of Nature (IUCN)/National Oceanic and Atmospheric Administration/World Wildlife Fund (WWF) as one of the 22 pilot locations for the measurement guidelines of the effectiveness of development management (Kusen & Tioho, 2018). Moreover, by the International Coral Reef Action Network, BNP was designated as a “demonstration location for sustainable coral reef tourism” in the Asian Marine Protected Area.

However, a number of research shows a decline in many strategic aspects related to the BNP co-man as a form of eco-tourism, which emphasizes not only the sustainability aspects of the natural environment but also the human environment. For example, apart from the problem of garbage that still elude solution, researchers note the damage to coral reefs and other biota due to theft or fishing with destructive equipment, such as arrows, anchors for fishing boats or for diving, snorkeling and so on (Toengkagie, 2019). Additionally, the snorkeling/diving location in front of the Liang beach is one of those that has been so badly damaged since it is currently used as a "training location" for beginners. This shows that there is no longer a restoration/conservation target insight. Assumptively, these problems are related to managerial operations.

This bleaked condition was acknowledged by Toengkagie in his presentation at the 2003 UN Environment Program forum. As Head of the BNP Center (2001-2004 period), Toengkagie admitted that there were difficulties in dealing with managerial problems. According to him, BNP is experiencing continuous degradation of marine resources, which is largely caused by ineffective management and law enforcement. These managerial weaknesses are caused by a problematic zoning system and increasing tensions between the National Park Authority (BNPO) and local governments (Angelevska-Najdeska & Rakicevik, 2012).

A study conducted by Sidangoli, Lloyd and Boyd identified a large number of problems indicating that the decline of BNP is due to mismanagement on the government side and other problems originate from socio-cultural environmental issues (Cehan et al., 2021). Another study by Newman and LeDrew found that even though the management system was collaborative, problems still arise from program disintegration and mismanagement between interest groups, between central and regional governments, and between the government and the BNP Management Board (Keppel et al., 2012).

The aforementioned problems indicate the low management capacity and competence of the BNP managers. Therefore, BNP need for collaborative multistakeholder management, including local government agencies (for example, the Tourism Service, Fisheries Service, Environmental Agency, City Planning Agency, Water Police), the private sector tourism, nongovernmental organizations, universities, and local village communities to overcome various problems and conflicts. It should be

added that village communities are also one of the stakeholders preserving the natural resources of BNP. It hence becomes "special" as it was first discovered and became a protected area which was later designated as a world heritage by UNESCO in 2005.

Co-man is initially defined by Bramwell and Sharman as total collaboration with local communities, with the main aim of managing the balance of authoritative role between all stakeholders. The emphasis here is on equality in role distribution between collaborating actors, especially local communities (Van Beukering et al., 2007). Fisher and Jackson assert that co-man is increasingly being advocated as a desirable approach in the management of protected areas. Reasonably, it is then associated with the Collaborative Management of Protected Areas (CMPA), including BNP. As a type of ecotourism, the goal of collaboration in managing BNP within the framework of protected areas is to actualize Sustainable Tourism Development (STD) the scope of which summarizes the theoretical demands reflected and put forward by Bramwell and Sharman.

In their definition of Sustainable Tourism Development (STD), Najdeska and Rakicevik include balanced economic, social and cultural development without endangering the environment (Angelevska-Najdeska & Rakicevik, 2012). Therefore, it is established as four pillars or basic principles, namely:

- (1) environmental sustainability (nature): friendly development for the maintenance of vital ecological processes, biodiversity and biological resources;
- (2) social sustainability: development in accordance with the traditional values of a community while strengthening their identity;
- (3) cultural sustainability: cultural development to suit community values, which also has an impact on strengthening their identity;
- (4) economic sustainability: economic development to manage costs effectively and resources managed in a way that can be useful for future generations.

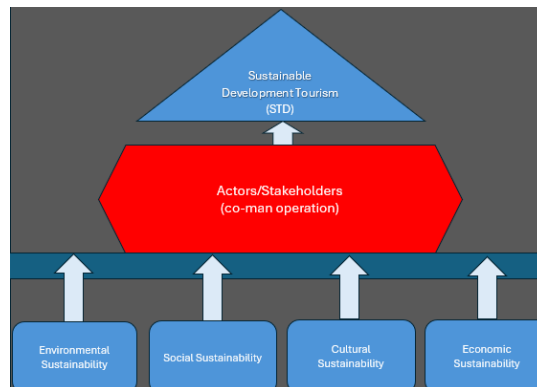
In Indonesia, these four pillars were adopted by the Ministry of Tourism and Creative Economy, which then placed greater emphasis on sustainable aspects (sustainable tourism) rather than simply pursuing economic profits. The four pillars are sustainable management (tourism business), sustainable economy (socioeconomic), cultural sustainability (sustainable culture) and environmental aspects (environmental sustainability).

This analysis focuses on the role of actors (stakeholders) in managing BNP to realize the four pillars of STD that assumably cover all the interests involved in the BNP management. So, it is not only about environmental and economic sustainability as commonly found in tourism policies in the West in the 1970s but also socio-cultural sustainability. For instance, refers to research results in the Pacific Islands which is advocates culture-based policies as indicators of sustainability. Referring to the data, large resource investments into conservation over several decades have no significant impact on improving biodiversity and protected area systems. Participatory involvement and economic benefits for local communities, especially indigenous communities, therefore should not be ignored. This method is called a culture-based policy because it assumes that society has a sustainable tradition of nature preservation and environmental conservation.

This study significantly modifies the concept of Management by Objectives (MBO) which is understood as the process of defining the goals of the BNP co-man. It certainly involves stakeholders in agreeing on these goals and then formulate their respective roles and tasks to achieve them. In this case, STD is a common goal for all stakeholder groups in BNP. The ideal condition consists in the fact that all stakeholders should have the "same language," enthusiasm, hopes and dreams.

The entire analysis of actors (stakeholders) and STD can be seen in Figure 1. The actors collaborate in the BNP management, formulate and play their roles in managing all existing resources to realize goals with the principle of sustainability. The holistic

meaning of sustainability includes environmental sustainability (conservation), social sustainability, cultural sustainability and economic sustainability.



**Figure 1: Framework of STD based BNP co-man model**

Based on the foregoing elaboration, this paper aims at analyzing the role of the actors/stakeholders involved in the BNP co-man in order to actualize STD. Equal position, the proportional distribution of roles, fulfillment of rights, as well as harmonization of expectations and goals unmistakably contribute to build strong and effective management collaboration. The analysis will end with a number of proposed basic preconditions presumably needed for the company to operate ideally.

## RESEARCH METHOD

The research was conducted in September 2022 and February 2024. In the first research, apart from obtaining basic information, direct observations and in-depth interviews were also carried out with a number of key informants, such as traditional leaders, community leaders, sub-district officials (*Lurah* and Head of Environment) and local entrepreneurs. The second research conducts direct observations and in-depth interviews to confirm and enrich previous research and also carries out Focus Group Discussion (FGD) to obtain complete data and simulate the co-man "model" imagined by the actors.

This study uses a qualitative descriptive method, with three data collection techniques: direct observation, in-depth interviews and FGD. The informants consist of community leaders/religious leaders/traditional leaders, sub-district/neighborhood government, entrepreneurs at BNP, especially on Bunaken Island, NGO activists who are concerned with BNP, officials from related agencies, such as BAPPEDA, tourism service, fisheries service, and environmental service. Government agents included the BNP area, namely Manado City, Minahasa Regency, North Minahasa and South Minahasa. The research locations are in two villages of Bunaken Island, namely the Bunaken and Alang Banua villages. These two villages were chosen because they host most of the BNP tourism activities and infrastructures.

### Data Collection

For collecting data, we started with direct observation at the BNP locations and talked to the community and actors at the location. Direct observation aimed to obtain an overview of accessibility, infrastructure and quality of tourist services, availability and condition of facilities, social, cultural and business dynamics managed by both local communities and migrants. Observations were carried out on September 6-8th, 2022 and February 17-18th, 2024 at the Bunaken beach and Liang beach. On February 17, 2024, apart from doing observation at the Bunaken beach, the research team also rent snorkeling and diving equipment from Rudolf, a businessman operating snorkeling and

diving services since 1993. Meanwhile, on Sunday, February 18th, 2024, when the area was busy with visitors, researchers interviewed sellers and domestic and international visitors who are staying at the Liang beach.

Secondly, in-depth interviews with key figures from the government, community and conservation agencies. The government element involves the head of the BNP Management and the heads of related regional departments. Meanwhile, conservation agent actors involve a number of NGOs, such as RARE, Swara Parangpuang Manado, and the BNP Concerned Community Forum. The researchers then interviewed the two village heads in Bunaken, two heads of village representatives, five community leaders and a number of local entrepreneurs (homestay businesses, cottages, snorkeling/diving equipment rentals, as well as sellers on the Liang beach).

Thirdly, FGD involves participants from the government, community and universities and conservation agents. The FGD is divided into three phases:

1. Participants are asked to fill out the Survey Sheet-1 (LS) which is designed to obtain information related to 1) understanding and expectations regarding the existence of BNP, 2) understanding and expectations regarding the BNP ideal goals and their realization, and 3) hopes for the future of BNP.
2. Participants fill out Survey Sheet-2 which is designed to obtain information related to 1) understanding and experience in managing the BNP co-man, 2) how to participate in operating the co-man, 3) the obstacles faced and how to resolve them, as well as 4) knowledge and understanding of STD and its actualization in the BNP management. These two phases were carried out in a group of actors accompanied by a prepared research team. Three groups of actors are formed, namely elements of government, society and conservation agents. The accompanying researcher directs the process of answering the questions and observes dynamics of the group. The researcher conducts in-depth interviews on the main issues that arise in the discussion.

The third phase is plenary meeting where each group presents their findings. The aim is to map the BNP goals and ideals as well as completely identify the stakeholders and their roles. The plenary session also aims at imagining the co-man ideal model, including the basic prerequisites needed for co-man to operate effectively by learning from previous co-man models.

## **RESULT AND DISCUSSION**

### **BNP Collaborative Management**

In the introduction, the BNP co-man has been applied in three stages with their respective collaboration models. When managed by the North Sulawesi Provincial Government from its discovery in 1980 to its designation as BNP in 1991, the collaboration model was still limited to related agencies at the regional level. Although local communities were fairly involved, they were still deprived of their right of being decision makers. BNP grew increasingly complex so that required broader and stronger authority. This however exceeded the authority of the Provincial Government as regulated by the law, namely The National Government Regulations 64/1957; 5/1990; and 41/1999. Thus, the BNP management BNP was taken over by the central government, by expanding the space for multistakeholder collaboration involving international institutions. As field executor, the Governor of North Sulawesi formed the Bunaken National Park Management Board (DPTNB) through the Governor Decree 233/2000, with 15 people representing various stakeholders. The Governor Decree includes the government represented by Fredy Sualang as Deputy Governor of North Sulawesi (Chairman of the Council), elements of the Bunaken community represented by the Chairman of the BNP Concerned Community Forum, namely Yani Lompalise

(Secretary of the Council), the academic element, the Tourism Service, the Environment Service, the Fisheries Service, and the National Park Management Agency (BPTN/BNPO).

The people of Bunaken in general respect the DPTNB, especially because their role and participation, for example in the sea patrol team with other collaborating actors who work 24 hours on a shift system, as well as levying the involved partners. The researcher met many sources who involved in the patrol team and believed in its effectiveness in preventing or overcoming various potentially disturbing problems in conservation areas. Violations are identified and addressed in a timely manner. Unfortunately, the implementation of levy on their services violates the law because all income should be deposited first at the National Government and then "delivered" to the regions. This makes DPTNB barren because the principle of profit sharing which gives 30% of BNP income to local communities and tourism agents is an effective way in consolidating the active participation of local communities [19]. By eliminating the profit-sharing system, DPTNB has no authoritative tool in controlling their participation for conservation. In 2014, DPTNB was then dissolved by the Governor.

Even though the collaboration model under DPTNB management is considered successful, especially by the community, the nature of the collaboration is actually limited. It simply functions as coordinating body without strong authority to manage sharing authority between stakeholders. The management of BNP was then shifted to the Ministry of Environment, through the Bunaken National Park Management Center (BPTNB). Under BPTNB, the collaboration is not institutionalized so it operates in a limited coordination. The community is discouraged with the BPTNB management, particularly because it does not involve the community as widely as DPTNB. In fact, its policies usually are not known to the community and are perceived to be very imposing.

### **Management Disorientation and the Role of Actors (Stakeholders)**

How do the BNP actors (stakeholders) work collaboratively in a management system, and for what purposes? This critical question aims at analytically distinguishing this study from previous studies. This research found management disorientation, which occurred at two points, namely actors as managing subjects, and goals as the focal point that guides the mobilization of all resources. On the actor side, it suffers from the collaboration malfunction because the BNP management is dominated by the central government which in this case is represented by BPTNB. In principle, the BNP management authority is entirely in the hands of BPTNB, and only involves other actors, such as related agencies (Tourism service, Forestry service, Marine and Fisheries service, and Environmental service) or related regional heads. This is only to suffice the form of coordination, not for proportionally accommodate democratic decision making. Meanwhile, other actors, especially local communities, tend to be passive in strategic decision making, even though they are prone to experiencing the impact of all decisions/policies. This dominating role by the National Government tends to trigger conflict with other actors.

Meanwhile, on the goal side, as a result of nonfunctioning management collaboration, each actor has relatively different hopes, ideals and goals. The government actors, through BPTNB, tend to prioritize the sustainability pillar of conservation more than other pillars. This ultimately conflicts with the interests of the community who want to maintain their ownership and livelihood sectors, including their socio-cultural identity which has been cultured from generation to generation.

Analysis of the role of actors (stakeholders) starts from their identification. The results of this analysis are structured according to their grouping. Actors from the

government elements consist of the national and regional levels. The National Government involved both directly and indirectly in BNP is BAPPENAS, Ministry of Maritime Affairs and Fisheries, Ministry of Environment and Forestry, Ministry of Maritime Affairs and Fisheries, and Ministry of Tourism and Creative Economy. The Regional Government, on the other hand, includes the Regional BAPPEDA, Tourism Service, Forestry Service, Maritime Affairs and Fisheries Service, and Environmental Service. This also includes related agencies from 4 (four) regencies and cities, namely Manado City, Minahasa Regency, South Minahasa and North Minahasa Regency in accordance with Decree of the Director General of Natural Resources and Eco-systems SK.126/KSDAE/SET/KSA.0/4/2019. The diversity of government actors, both vertically (national central-regional) and horizontally (between ministries, agencies, regional heads) can provide an illustration of potential conflicts of authority, differences in interests, and overlapping policies.

Apart from the Government, actors from Community Elements are the main interest groups, with a broad role as social, cultural, economic and conservation agents. Community actors at the local level (people who live in the BNP area), including traditional leaders, religious leaders, community leaders, fishermen, snorkeling/diving equipment rental entrepreneurs, cottage and homestay owners, souvenir, food and drink sellers, and underwater tour guides (snorkeling and diving).

Other interest groups are categorized as external agents, including international NGOs, academics, researchers, journalists, critics, activists, and environmentalists. This includes governments of other countries who wish to collaborate on environmental issues. For example, collaboration with the US government occurred through the Natural Resources Management Program (NRMP) in the 1990 which was funded by USAID.

Another interest group also counts external economic agents, meaning entrepreneurs from outside Bunaken, including snorkeling/diving equipment rental service providers, boats carrying passengers/guests, souvenir providers, resort entrepreneurs, cottages, and investors.

The large number of actors involved in BNP's "conservation projects" unmistakably presupposes a collaborative management model characterized by multistakeholders. Although this idea has been prevalent since Bunaken was designated as a conservation area, its actualization struggles to find its way.

Management disorientation occurs due to the dominance of the National Government actors, in this case the Ministry of Environment through BPTNB. This dominance squeezes out other actors or stakeholders in managing BNP. Local communities who are conceptually the target of BNP strengthening and involvement programs are given no or little role in decision making, even though they experience the impact of every policy. An example case showing the community's lack of role, is the plan to establish a "land zone" (protected forest conservation) on the island of Bunaken. When in 2022 the BTNB with related elements wanted to set benchmarks for forest conservation purposes, the community gathered and strongly rejected because it was never informed beforehand. In the end, the stake planting was not carried out physically, but digitally (determining boundary coordinates cartometrically using satellite imagery) seems to have been carried out, even without socialization, let alone discussing it to get community approval.

The strong reaction coming from society against this stake planting is empathically narrated as follows:

We accept the sea zone but reject the land zone (protected forest designation). What do you want to protect? Most of the areas are owned and produced by community businesses, such as cloves, coconuts, bananas, corn and crops produced by community

businesses to support livelihoods and the economy. Even if there are large trees, they are not rare types of plants that need to be protected. The designation of a “land zone” can mean that we cannot freely enter and harvest the forest products, just as the sea zone limits us from fishing in the sea areas in which we were free to catch before. Determining the land zones is the state's way of seizing our property. Therefore, we are ready to die to defend our legacy (paraphrased from interviews with two traditional leaders, Salmun Tuhatelu and Zakarias Liakawa, 17 February 2024).

Can this be concluded that society prioritizes economic aspects (subsistence) over environmental sustainability (conservation)? This research found that people have high environmental awareness. This means that the prejudice that community activities damage or endanger the conservation agenda in TNB has no fundamental reason.

The interview with Salmun Tuhatelu, strengthened by Zakarias Liakawa, Deasy and Decky Donits, can be summarized as follows:

Since our ancestors we have fished freely throughout the area. And, like when it was first discovered in the 1980s, it was in a well-preserved, amazing condition that attracted world attention and was finally designated as a protected area, world heritage. We believe that the beauty of this area is God's gift to us, the people of Bunaken, therefore we cannot destroy it. The damage started after it became BNP, so many outsiders came. Most of those arrested during maritime patrols are people from outside and even officers (paraphrased from interviews with various traditional and community leaders).

The deprivation of role in making decision experienced by the local communities creates the potential for conflict with external agents who make a living in the BNP area. Interviews with community leaders and businessman on Liang Beach, for example, found that external businessmen, namely tour guides, brought guests from the city of Manado, both local guests and tourists, with complete service packages i.e. diving equipment, snorkeling, even food, drink and souvenir packages. Thus, they come to Bunaken without beneficial effects to local communities. This means that the high amount of visit does not always bring economic benefits to local communities. Moreover, they often use tables and seats provided by the local communities for visitors at their food stalls, then leave their trash behind. When observing Liang beach on February 18th, 2024, dozens of “ketinting” (sea transportation used to pick up passengers between islands, with a capacity of up to 10 or 12 people) from outside Bunaken were seen entering with guests/visitors. The number of “ketinting” coming from outside is even greater than the number owned by the local community. The visitors came down and took photos together, then opened the food they had brought from Manado and ate together. Some sit on the beach on mats they brought themselves, others continue their journey to snorkeling and diving locations guided by “ketinting” drivers or guides they bring themselves (not local guides). No one was seen shopping at the local community stalls spread out along the beach, except for two or three people holding young coconuts in their hands.

External actors have also played an important role, which unfortunately was not accommodated by BPTNB. Bunaken OASIS, a local entrepreneur, has so far provided free "undersea tour guide" skills training to employees and native Bunaken children. Its alumni have become instructors in Raja Ampat, Bali, and Wakatobi. Interview with Decky Donits, a security at OASIS and a young Bunaken figure, reveals that the alumni will hold three international certificates from OASIS training. OASIS also provides free clean water to the community, 1 day 2 gallons/house. It also provides scholarships for employees' children, as well as free shuttle transportation service for community members who are sick and want to seek treatment in Manado.

This analysis concludes that not all actors are involved in management (decision making). Even though they have a very strategic and potential role as co-man capital, this



lack of role results in ineffective performance. What about goal analysis (MBO)? This can be revealed by observing the conditions of the actors regarding BNP's goals and the ideal role of co-man model.

When research questions were directed at finding out the conditions of the actors regarding expectations of BNP, namely BNP's ideal goals and co-man's ideal role, a positive view was obtained, and it supported the actualization of BNP. In general, the three groups of actors involved in the FGD, namely the Government, local communities, and conservation Agents, have positive views regarding social, cultural, economic, and environmental sustainability. The emphasis on the collective model with a multistakeholder approach is also found in their views.

Observing the actors' expectations of BNP, the conservation agent group places greater emphasis on environmental sustainability (conservation) and economic sustainability, but also accommodates the need for social and cultural sustainability. The local community group puts emphasis on social and cultural sustainability but recognizes the need for economic sustainability and conservation. Meanwhile, the government group emphasizes social sustainability and conservation while still accommodating cultural and economic sustainability. In other words, this discussion has proven the conceptualization of the four pillars of STD.

This affirmation is strengthened in the observation indicator, namely "BNP's ideal goal" with various emphasis. The local community group, for example, put stronger emphasis on economic sustainability while still strengthening social sustainability. They also do not ignore conservation and cultural sustainability. The government group highlights strongly the four pillars of STD. the conservation agents consistently emphasize environmental sustainability, but do not ignore sustainability in the other three pillars.

Observations on the variable "the ideal role of co-man" show variations that are slightly different from the other two variables. The three stakeholder groups show an almost even conviction with strengthening the actualization of the four STD pillars in mind. The local community group, for example, does not focus only on cultural sustainability, but also equally on the other three pillars. The conservation group has the same perspective as the local community group. In the government group, there is little emphasis on sustainability of conservation.

The positive result of this FGD nothing else than affirming the significance of the sustainability of the STD pillars, although with different emphases. These differences seemingly relate to the specific context and the strategic role of each group. Theoretically speaking, the government is responsible for meeting the constitutional demand that says, "all natural resources contained therein be used as fully as possible for the benefit of the people". In the language of the Ministry of Creative Economy and Tourism, the demand unflinchingly expresses the STD pillars themselves.

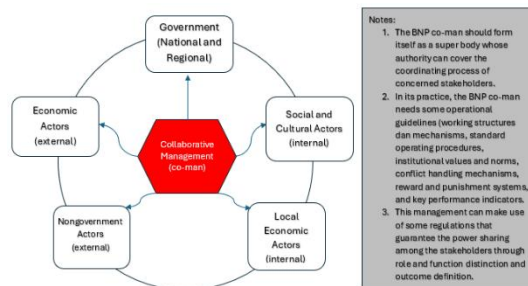
The conservation group, particularly NGO, unstintingly urges the sustainable conservation but at the same time cares about aspects of the socio-cultural empowerment. Meanwhile, the local community group, whose psychological conditions are clouded by "external conditions", requires strengthening their own identity (socio-cultural aspects), security in their communities, and a harmonious relationship with nature as the source of life.

However, these findings also show that there are differences in goal, orientation, and emphasis. What appears on paper is not always visible on the ground. Suspicion and accusation still pervade almost all aspects of BNP. This condition consists in various problems which show deep differences in practical interests and expectations regarding the management practices.

These findings lead us to imagine an ideal model for managing various resources by involving the roles of all groups of actors, as well as establishing a strong and definitive management orientation. Managerial disorientation concerning the role of actors and goals is believed to be the causes of managerial ineffectiveness in developing BNP while cultivating its sustainability.

### Redesign Model and Role of Actors (Stakeholders)

The BNP co-man model needs to be redesigned in fulfilling the goal of the sustainable STD. This model needs to provide a wider role for local communities considering their position as subjects related to the four pillars of STD. In term of being subject, local communities assume socio-cultural resources that can enrich the alternatives for actualizing the BNP co-man.



**Figure 2: BNP co-man scheme based on actors/stakeholders**

The aforementioned actors were not developed as part of the team to manage BNP. The dominance of BPTNB exhaust the role for other actors. Figure 2 visualize how the actors are involved in the management team. The role of community groups is related to the four pillars of sustainability, namely social, cultural, economic, and conservation agents.

The government actors consist of the national and regional levels. The government's strategic role is to become a regulator that provides various regulations to support the BNP management. This role also supports the integration of related stakeholders in achieving the ideal goals of the BNP management, which is none other than actualizing STD. The regulator's role includes law enforcement to ensure the social order as well as harmonious and productive interactions and interrelations between stakeholders. The authority of management will greatly depend on the strong role of the government as regulator. However, in carrying out this role, there are potential obstacles that need to be anticipated and overcome, namely the relationship between the National and Regional Government (centralization vs decentralization). This could be worsened by the esoteric sectoral tendencies of the various agencies involved, both at the National and Regional levels. The BNP co-man definitely needs a guiding regulation that simplifies the regulation.

After all, the local communities are actors whose roles are very broad. As residents of the hundreds of years area, they have cultured a deep connection with nature. This intimate relationship between Bunaken people and nature allows both to be maintained and cared for achieving the STD pillars. Nature provides a source of livelihood for its residents, while the residents build a system that allows them to maintain nature as a source of life. That is why society has strong social capital in relation to nature. In this connection, the community becomes a social, cultural, economic and conservation agent. A number of social capitals that will be very beneficial for the BNP co-man include Parimponang, Salai, Sapu Pante, Kumpale, and Bakurebe Perahu. "Parimponang" is a

decision-making system in the Sanger community in Bunaken, which is based on the principle that "every parimponang creates an agreement. Every agreement must be adhered to and carried out." Next, "Salai" is a form of cultural festival, particularly for the Muslim community in Bunaken, with the philosophy of expressing gratitude for the abundance of the sea. It therefore needs to be protected and maintained. Meanwhile, "Sapu Pante" is a cooperative beach cleaning activity. the "Kumpale" operation is a coral lifting activity which is believed to be a way to clean and care for coral reefs. The "Baku Rebe Parahu" (boat rowing race) is a form of cultural attraction that can draw tourists' attention and can even involve visitors in its very process.

As a source of income, the establishment of the BNP areas invites external actors to share in the economic benefits. They supposedly come from outside Bunaken, generally from the city of Manado and surrounding areas. Their presence becomes a competitor for local communities economically, but also has an impact on the sustainability of conservation. Hence, they need to assume a role in command so that it is bound by regulations that ensure the sustainability of STD. So far, as the local communities have complained, external economic actors have only taken economic benefits, and are even considered to deprive the local communities of their potential income. The community hopes that there will be binding rules, for example a prohibition on bringing food and drinks, as well as snorkeling and diving equipment to the location so that the presence of visitors can provide benefits for local people who work in the related sectors. This is where in pragmatic manner the regulatory role of the Government is needed.

External actors are those who play the intellectual, expert, critical, funding, networking, and similar roles necessary to manage and develop BNP. Their position in co-man can provide space for promotion, study, transfer of knowledge and expertise, as well as a "bridge" for providing supporting resources from outside. While management is held by the Board (DPTNB), this role is played by the NRPM and USAID teams, academics, and researchers. In fact, nongovernmental organizations such as Bunaken Oasis, Bunaken-NGO Investment, and others can also make meaningful contributions.

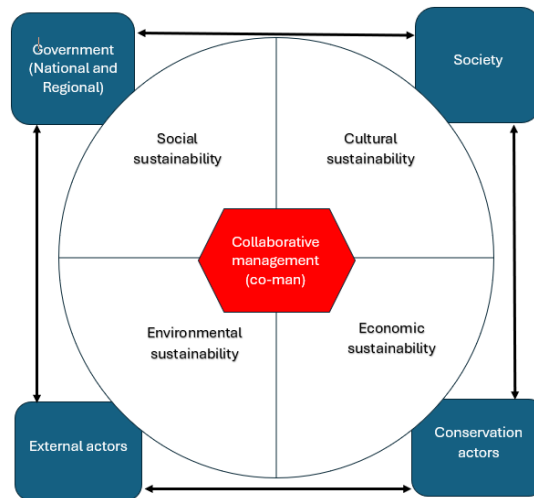
The roles of the actors in the BNP co-man need to be formulated explicitly. For this reason, actors need institutionalization so that they can formulate their ideal roles comprehensively, according to their function and position before BNP. Institutionalization also functions to guarantee a democratic process for determining representatives in the BNP management. Through this, it will be ensured that the rights and obligations of the groups they represent are fulfilled.

Next, the objective aspects on which the BNP co-man focuses need to be ascertained. In previous management, goals were not formulated explicitly to become a guide and reference for various groups of actors. The absence of co-man due to the centralized nature of the government shows no "common goals" in navigating the hopes and interests of each stakeholder. The co-man determines the objectives of BNP and the fair interest of the actors.

The co-man design based on the STD ideals is the actualization of BNP goals. Therefore, its achievement targets social, cultural, economic, and environmental sustainability the formulation of which is detail and measurable. It is also the basic material that guides the formulation of management functions, the creation of regulations or implementation rules, the formulation of key performance indicators, and standard operating procedures.

Figure 3 shows how the four STD pillars have become the "core business" for the BNP co-man. Stakeholders, namely the government, local communities, conservation agents and external agents collectively elect representatives to sit in the BNP co-man.

Principally, all actors representing stakeholders are bound to the vision of actualizing the four pillars of STD. Failure to manage the sustainability of one of the STD pillars will definitely affect the entire co-man structure.



**Figure 3: STD based BNP co-man scheme**

Society is an actor who plays a very vital role. The vitality of this role is not in the political sense, but in the sense of being both subject and object. As subjects, they act as social, cultural, economic and conservation agents, who can contribute to the management of BNP. However, at the same time, as objects, the actors should experience the impacts or outcomes of every decision/policy on their existence. Thus, regardless the significant roles of other actors, accommodating the role of society in the BNP co-man is an absolute requirement for an ideal model.

## CONCLUSION

The BNP co-man aspires to a super body institution so that it has great authority to manage the fair and active participation of the concerned stakeholders. So far, the Ministry of Forestry and the Environment have inclined to exercise arbitrary and overbearing control and authority over other stakeholders in running the BNP management. This shows the domineering power of the National government over BNP. Practising this, the main purpose of co-man adopted in the BNP management has been diverted since it then corrupted the ideal model of co-man. Previously, although considered by the community to be more successful, the co-man model under DPTNB still showed its limitations since it only carried out a coordination function. In such a position, DPTNB and the government lacked sufficient authority to manage the complexity of problems at BNP.

The BNP co-man actually needs to involve as many stakeholders as possible, ensuring their respective roles and functions, as well as their rights and obligations. Its implementation needs to ensure proportional power sharing between actors/stakeholders and at the same time a democratic process in determining each representative, including those from the government. A direct appointment system is not recommendable because it will create distrust among the representatives and ultimately impact the authority of its leader.

The actualization of the co-man model should involve both local communities and local institutions in the form of local values, system, knowledge and wisdom (cultural aspects). This research has shown that socio-culturally, society has many resources to be

integrated into a collaborative management system. This method will strengthen the identity and affinity of the related stakeholders of BNP. Although the co-man model requires equal treatment of all actors, the basic needs of local communities need to be prioritized within the limits of environmental sustainability, at least until the BNP management reaches its ideal sustainable autonomy.

However, the nature of the proposed model in this study mainly consists in its characteristic of being one of the probable alternatives for the betterment of BNP. Because, even though all concerned actors been involved actively in the FGDs of this study, it is necessary to differentiate the study forum from the decision-making forum. At least the involvement of all elemental stakeholders in the FGDs provides a common understanding on which the decision-making process should be based. The necessary follow up of this study should be an in-depth study to formulate "operational guidelines" such as working structures and mechanisms, standard operating procedures, institutional values and norms, conflict handling mechanisms, reward and punishment systems, and key performance indicators.

What are the implications of this study? A further action needs a simplification of government rules and policies to provide clear guidance and legal references for the leading actors in their decisions and operations. It is time for the dominant role of the government, especially the Ministry of Environment and Forestry through BPTNB, to refrain and thus significantly provide space for the role of other stakeholders. Domination must be abandoned and move towards equality in power sharing, which can be created by formulating in detail and clearly the duties and roles of each actor, along with their rights and obligations.

Moreover, in the next 10-20 years, the BNP co-man model should prioritize meeting the basic needs of local communities in all conservation areas (on five islands with around 30,000 inhabitants), as well as intensive efforts for conservation activities. Marine biota and coral reefs that have been damaged must be restored and developed. There needs to be strict restrictions on entry, except for researchers, conservation officers and security patrols.

Marine security patrols as previously implemented under the management of the Bunaken National Park Management Council are recommended to be implemented again. This can be seen as a historical capital that has been embedded in the collective memory of society so that it will contribute positively to society. Together with the involvement of local community participation, the community's socio-cultural capital will also enrich the content of the BNP co-man model which is designed to make a major contribution to the effectiveness of the co-man and the achievement of STD.

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