

# Polarization of Government and NGO Orientation towards Eco-Rural Tourism Development in Kerinci Region, Jambi Province, Indonesia

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## Abstract

Rural is an area that should be conserved. Conservation in the sense that its development must be in accordance with the concepts and potentials that have been passed down from generation to generation. The success of rural area development is strongly influenced by the orientation of stakeholders, including the government and NGOs. The purpose of this study is to analyze the polarization of the government and NGOs orientation towards the development of eco-rural tourism in Kerinci Regency, Jambi Province. This study used an instrument in a closed questionnaire with a One Score One Indicator Scoring System assessment pattern, with aspects assessed including socio-cultural, conservation and environmental aspects, ethnic politics, economics, regional development, tourism, and landscape ecology in six villages. The polarization of government and NGO orientations is measured by perception, then analyzed using the Kruskal Wallis statistical test by quantitative and comparative descriptive methods. The results showed that the government and NGOs stated that the concept of eco-rural tourism was relevant to be built and developed in rural areas. The direction of polarization from the orientation of the government and NGOs shows the same direction, namely a positive direction and a strong polarization scale. This means that the government and NGOs have agreed to develop their rural areas into eco-rural tourism by meeting the indicators that have been formulated. The perception of the government and NGOs will strengthen the application of this concept. This study concludes that the government and NGOs have an excellent opportunity to create collaboration in developing rural areas in accordance with the concept of eco-rural tourism.

## Keywords

rural; eco-rural tourism; orientation; government; NGO; polarization

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## INTRODUCTION

Rural is an area that should be conserved. Conservation in the sense that its development must be in accordance with the concepts and potentials that have been passed down from generation to generation (Jaafar et al., 2015; Nicely & Sydnor, 2015; Sirisrisak, 2009). The development of rural areas is still a hot issue that continues to roll and is full of dynamics and is widely used by various stakeholders. The development carried out by various stakeholders lately, the majority are only for unilateral gain, besides that there is also a lot of friction between stakeholders which results in conflict (Belsoy et al., 2012; Mcareavey & Mcdonagh, 2011b). In this condition, it is the local community who are actually harmed. The roles of each stakeholder such as the government, NGOs, businessmen, academics, and local communities should be clearly distinguished so that there is no overlap and can support each other to make rural areas into areas that develop sustainably, especially for rural areas in Indonesia.

Most of Indonesia's population lives in rural areas (BPS, 2021). Rural in Indonesia plays a significant role related to traditional stereotypes in society, which is an area that dependent of life on the primary sector, namely agriculture, kinship relations that are still strong among community members, limited infrastructure and still hold strongly various cultural values. Therefore until now the issue of rural area development is still a hot issue (Amir et al., 2015; Rasoolimanesh et al., 2017).

Becoming a sustainable rural area is a hope to be achieved in rural area development. Numerous concepts are offered to realize it, such as agriculture-based rural areas, local community-based rural areas, nature-based rural areas, local culture-based rural areas, and sustainable rural areas (Randelli & Martellozzo, 2019). Each concept have different focuses although they have the same goal, namely sustainable rural areas. However, in many cases of developing rural areas, especially areas that have tourism potential, the desired sustainability has not been

fully realized. This is one of the emergence backgrounds of a new concept, namely eco-rural tourism, which tries to answer things that have not been achieved in other development concepts.

Eco-rural and eco-rural tourism are concepts offered to develop sustainable rural areas with an approach of rural communities' demand (Nørgaard & Thuesen, 2021; Roger, 2015; Yeo, 2013). The subject of development in the eco-rural concept is the village itself with all its potential to create various added values. The development of eco-rural tourism is in line with the function of rural area. Derenne (2008) mentions there are 5 (five) important functions of the rural area, namely (a) production functions; (b) housing functions; (c) recreational and tourism functions; (d) environmental functions; and (e) legacy functions. Tourism development, as well as eco-rural tourism, requires the proper participation of all stakeholders, especially in this case the involvement of government and NGOs in the decision-making of the tourism development process (Theobald, 2005). The main reason why the government and NGOs involvement are crucial: (a) the government is the party that makes policies and regulations related to the direction of rural area development; (b) the government is the party that has the power to be able to carry out the development of an area; (c) a balanced development needs to be controlled and criticized by NGOs (Shapley and Telfer, 2002). The government and NGOs play an important role in supporting, developing, and introducing values that developed in a rural area (Amir et al., 2015). Government and NGO support and participation in tourism development and the management of natural and cultural resource potentials contribute to improve the quality of life of rural communities and to make the area viable (Dissart & Marcouiller, 2012; Sirisrisak, 2009; Untari et al., 2019). The importance of government and NGOs' roles in the development of rural areas is one of the backgrounds of this research, the research specifically aims to analyze the polarization of the government and NGOs orientation towards the development

of eco-rural tourism in rural areas in Kerinci Regency, Jambi Province. The results of this study are expected to provide input or initial information that can be used to make policies, rules, and programs for sustainable rural area development (Dissart & Marcouiller, 2012; Higgins-Desbiolles et al., 2019; Prince & Ioannides, 2017).

## METHODS

### Research Location and Time of Data Collection

The research was conducted from December 2020 to October 2021, with the study case of Kerinci regency, Jambi Province. Geographically, Kerinci Regency is located between  $S1^{\circ}40'$  to  $S2^{\circ}26'$  and  $E101^{\circ}08'$  to  $E101^{\circ}50'$ , with boundaries of West Sumatra Province at north and west side, Bengkulu Province at south side and Merangin and Bungo Regency, Province Jambi at east side. According to Bappeda-Litbang analysis (2020), Kerinci Regency area encompasses 3,449.90 km<sup>2</sup> or about 6.64 % of Jambi Province. Approximately 2,047.03 km<sup>2</sup> or 59.34% of total area is Kerinci Seblat National Park (Taman Nasional Kerinci Seblat-TNKS) and 1,401.87 km<sup>2</sup> or 40.66% is cultivation and residential area. Topographically, the villages in this research have diverse topography between 500 – 3,805 meters above sea level with temperature of 18.6°C–28.9°C. Specifically, the data collection location was 6 villages consist of Pulau Sangkar (Bukit Kerman District), Lempur Mudik (Gunung Raya District), Koto Petai (Tanah Cogok District), Sawahan Koto Majidin (Air Hangat District), Mekarjaya (Kayu Aro District), and Danau Tinggi (Gunung Kerinci District), and 10 NGOs in Kerinci Regency.

### Sampling Techniques and Research Samples

The samples in this study were selected using purposive sampling methods. Sample respondents were village governments (from 6 villages) and NGOs engaged in tourism, environment, and socio-culture. The total number of respondents was 80 people, con-

sisting of 10 respondents from each village and 20 respondents from NGOs.

### Analysis Method

The analysis was conducted to observe the current condition of government and NGOs perception of eco-rural tourism that develops in rural areas. The perception evaluation was obtained from the assessment of 7 aspects, 49 criteria, and 343 indicators of eco-rural tourism development that have been developed through the elaboration of various literature studies and field observations (Table 1). Data from each assessed indicator criteria aspect was taken using a closed questionnaire designed with the One Score One Indicator Scoring System (Avenzora, 2008). One Score One Indicator Scoring System analysis is a model of analysis through the elaboration of series of questionnaires in collecting data and evaluating various variables that researchers have determined. The range of scales used to obtain scores on each aspect of eco-rural tourism is 1–7 (development of 1-5 Likert scales). The meanings of each score are as follows: one for “strongly irrelevant”, two for “irrelevant”, three for “somewhat irrelevant”, four for “neutral”, five for “somewhat relevant”, six for “relevant”, and seven for “strongly relevant”. The higher the value obtained means the concept of eco-rural tourism is increasingly relevant to be applied and developed in rural areas. In vice versa, if the value obtained is lower, the concept of eco-rural tourism is not yet relevant to be applied in rural areas.

Analysis of the orientation of government and NGOs perceptions towards the development of eco-rural tourism is carried out by quantitative descriptive methods, while indications of polarization of government and NGOs orientation are analyzed by comparative methods using Kruskal Wallis statistical test. Polarization of government and NGOs orientation is shown from the distinctive differences in people’s perception scores from each village towards aspects (criteria and indicators) of eco-rural tourism development. The difference test of average score is indicated by the p-value or significance value

**Table 1.** Aspects for assessing the concept of eco-rural tourism only.

No	Aspects	Criteria Assessed
1	Socio-cultural	Socio-cultural aspects describe the systems developed in community: communication and language systems, art, life values and kinship, knowledge, customary rituals, and beliefs.
2	Conservation and environmental	Conservation and environmental aspects are some of the parameters in assessing the relevance of society to the protection, utilization, and management of natural, cultural, and human resources.
3	Ethnic Politics	Ethnic politics aspect assessment is closely related to the influence of customary toward local communities life. Criteria assessed in this aspect include traditional leaders and their elections, customary laws and sanctions, customary government systems and decision-making, and community participation towards customary government.
4	Economics	Economic aspects are essential to be evaluated in accordance with the relevance of community in conducting production activities in their village. The assessments include natural resources and technology in processing raw materials for business/industry, production aspects and marketing, financial management knowledge, incentives, and technical skills of the community.
5	Regional development	Regional development is one of the critical aspects of rural communities' development. Criteria assessed in regional development include regional development factors and programs, regional growth centers, sustainable development, community participation, and rural development cooperation, and rural area infrastructure facilities.
6	Tourism	Tourism aspects as one of the critical support of eco rural tourism are assessed to obtain public ideas about the availability of natural and cultural potential as a tourism attraction, the availability of facilities and management activities at tourism object/area, value-added of tourism activities, and community participation in the development of sustainable tourism.
7	Ecological landscape	Ecological landscapes aspects include elements of natural and artificial landscape and horizontal structures forming them, also structural dynamics/changes (vertical/ horizontal) and landscape functions.

(sig value). Polarization of government and NGOs orientation is divided into two categories, namely direct polarization and scale polarization (Haribawa et al., 2020; Untari et al., 2019). Polarization of government and NGOs orientation is positive if the average score  $\geq 4$  and negative if the average score is  $< 4$ . Furthermore, the polarization scale can be observed from the Chi-square calculated value and its significance value. If the Chi-square calculated value  $\geq$  Chi-square table value or p-value  $\leq \alpha$ , then the polarization scale is strong. If Chi-square calculated  $<$  Chi-square table or p-value  $> \alpha$ , then the polarization scale is low.

## RESULT AND DISCUSSION

### Validity and Reliability Test of Research Aspects

The results of the validity and reliability tests on the aspects of the government and NGO orientation assessment were declared valid ( $r$  count  $>$   $r$  table) and reliable (Cronbach Alpha  $>$  0.65) (Table 2). This analysis shows that the assessment aspects of the government and NGOs orientation can be analyzed further.

**Table 2.** Validity and reliability test of eco-rural tourism aspects

Aspect	Product moment correlation (r)	Cronbach's Alpha
Socio-cultural	0.692**	0.936
Conservation and environmental	0.677**	0.930
Ethnic Politics	0.857**	0.932
Economics	0.670**	0.940
Regional development	0.694**	0.924
Tourism	0.928**	0.930
Ecological landscape	0.769**	0.937

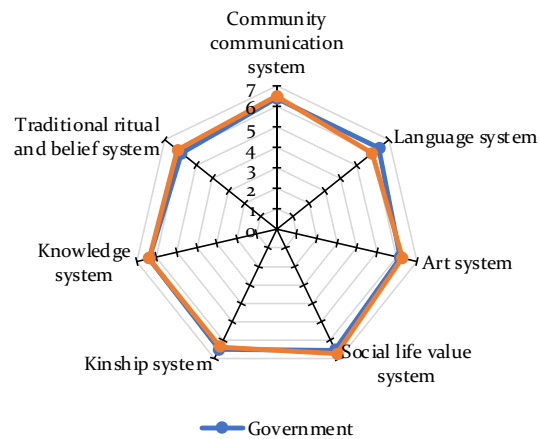
\*\* Sig. (2-tailed) = 0,000 and p value < 0,05, r calculated > r table (0,220) = Valid  
Cronbach's Alpha > 0,65 = Reliable

**The Pattern of Government and NGOs Orientation on Eco-rural Tourism Concept**

The pattern of government and NGO orientation on eco-rural tourism concept was observed from assessment of the government and NGOs perception towards the relevance of indicator criteria in developing eco-rural tourism for rural areas. There are seven aspects assessed, namely (1) socio-cultural aspects; (2) conservation and environmental aspects; (3) ethnic politics aspects; (4) economic aspects; (5) regional development aspects; (6) tourism aspects; and (7) ecological landscape aspects. These aspects are determined based on consideration of the growing needs in rural areas (Altinay & Paraskevas, 2007; Pfueller et al., 2011). In each aspect, the government and NGOs assess seven criteria that have been developed by researchers based on various literature developments and studies.

**Socio-cultural aspects.** Socio-cultural aspects are closely related to various systems that apply and develop in rural areas. Figure 1 shows that the value of government and NGOs perception on the criteria for socio-cultural aspects is positive with somewhat relevant to relevant category (score above 4). The government and NGOs both chose the criteria for the social life value system with the highest average scores of 6.53 and 6.74, respectively. This criteria describes the government and NGOs agree that values such as: 1) maintain an attitude of mutual consensus in decision-making, 2) maintain an attitude of mutual cooperation in social life, 3) maintain a sense of kinship in social

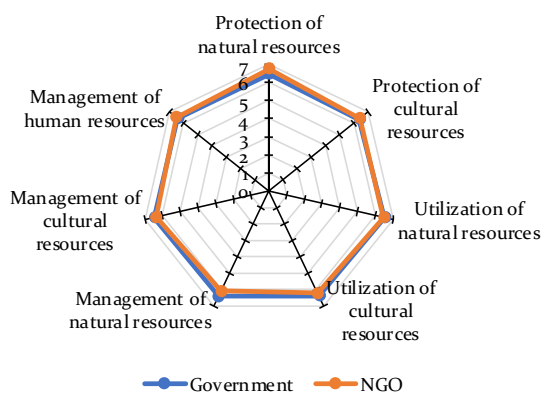
life, 4) maintain an attitude of tolerance in social life, 5) maintain manners in social life, 6) maintain local wisdom values, and 7) maintain applicable norms are relevant things that rural communities must own to build eco-rural tourism.



**Figure 1.** Government and NGOs perception of socio-cultural aspects

Meanwhile, the lowest average score from the government's assessment is 5.93 on the criteria for traditional ritual and belief system, this is different from NGOs which on average choose the language system criteria as the lowest with a score of 5.94. Even though there are the lowest ratings, the existing criteria are still relevant for building eco-rural tourism with the indication of the score is more than 5. The overall results on the socio-cultural aspect between the government and NGOs have different perceptions, but the differences that occur are not dominant so that the average direction the perception still has a positive value.

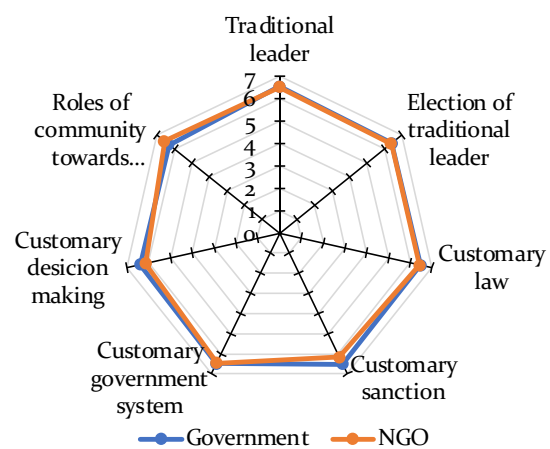
**Conservation and Environmental Aspects.** Conservation and environmental aspects cannot be separated from conservation principles, namely protection, utilization, and management. Figure 2 shows that government and NGOs perception of criteria on conservation and environmental aspects is positive with relevant categories (score above 5). The perception of government and NGOs seems different. Government chose utilization of natural resource criteria as the highest assessed score with average score of 6.54, meanwhile NGOs chose protection of natural resources criteria with the highest score of 6.75. The difference does not change the relevance direction of criteria, both are relevant to develop eco-rural tourism. Another perspective of analysis was that government focused more on utilization of natural resources and NGO focused more on protecting natural resources. This would be a proper combination if there were collaborations and synergies between government and NGOs. On other criteria, government and NGOs perception show average score >6 (6.08 – 6.55), so it can be concluded that all criteria in the conservation and environmental aspects are relevant to eco-rural tourism development.



**Figure 2.** Government and NGOs perception of conservation and environmental aspects

**Ethnic Politics Aspects.** Ethnic politics aspects are closely related to the influence of custom towards the life order of rural communities. Figure 3 shows that the value of government and NGOs perception on criteria of ethnic politics aspects is positive with relevant category (score above 5). The government perception for the highest criteria are customary leaders with score of 6.54. It can be interpreted that the government agrees that rural communities need to understand the role, authority, rights, and obligations as well as attitude to comply with traditional leaders so that rural areas with eco-rural tourism concept can be realized. Meanwhile, NGOs have the perception that the role of community towards customary government criteria is the highest average score of 6.59. This can be interpreted that NGOs think that rural communities need to understand that they have a role and need to participate morally and materially in customary government activities. Other criteria show average score >6 (6.14 – 6.59), so it can be concluded that the criteria assessed by the government and NGOs on ethnic politics aspects are relevant to eco-rural tourism development.

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**Figure 3.** Government and NGOs perception of ethnic politics aspects

**Economic Aspects.** The economic aspect assessment will show how the government and NGOs understand about production activities to improve the economy of rural areas. Figure 4 shows that the value of government and NGOs perception on the criteria of economic aspect is positive with somewhat relevant category (score above 4).

The production aspect skill criteria have the highest average score of 6.30 which the government assesses. This can be interpreted that the government considers local communities need to know and apply aspects of production such as production scale, production technology, input of raw materials, human resources, quality standards, distribution networks, and monitoring. In comparison of the assessment from NGOs, the criteria of financial management knowledge have the highest score with an average score of 6.29. This assessment from NGOs means that the community needs to know about financial management related to potential financial inputs, potential financial cooperation models, financial reporting models, financial expenditure plans, and financial information systems to be able to develop eco-rural tourism.

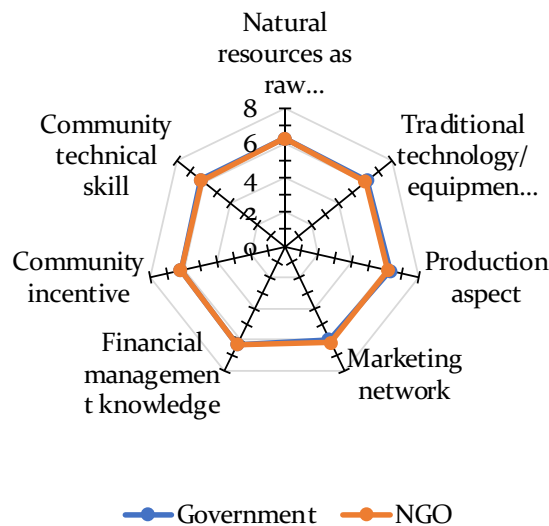


Figure 4. Government and NGOs perception of economic aspects

**Regional Development Aspects.** Regional development aspects become an essential aspect to observe the direction of rural development. Figure 5 shows that the value of government and NGOs perception on criteria of regional development aspects is positive with relevant category (score above 5). The government and NGO participation criteria assessment have the same lowest average score of 6.05 on the regional development factor criteria. This criteria describes the government and NGOs agree that

the community needs to increase the elaboration of the grand design of regional development, the pattern of harmonization of development among clusters in the regional area, the pattern of regional development implementation, the pattern of participatory funding, the pattern of providing facilities and information, the pattern of providing qualified human resources, and the pattern of community innovation development to increase competitiveness in regional development to develop eco-rural tourism. The other criteria show an average score with an interval of 6.06 – 6.53. Figure 5 also shows that the differences in community perceptions between villages have no effect on the value of the aspect relevance which remains positive.

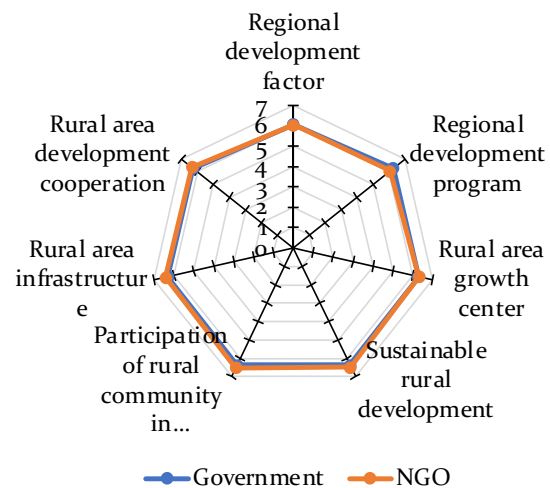
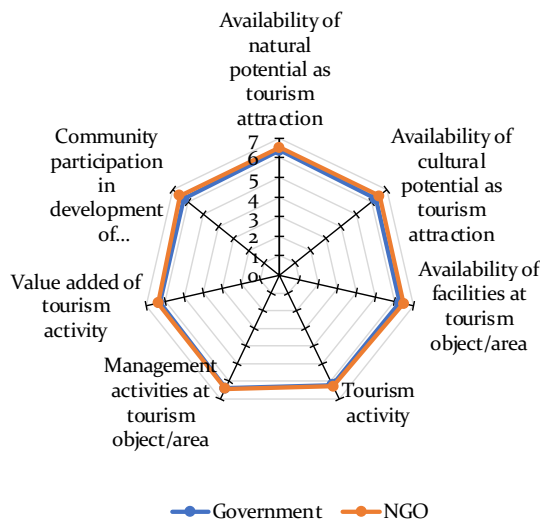


Figure 5. Government and NGOs perception of regional development aspects

**Tourism Aspects.** The tourism aspect is one of the essential supporting aspects in building eco-rural tourism because it can provide added value from the potential of the rural community. Figure 6 shows that the value of government and NGO perceptions of the tourism aspect criteria is positive with the relevant category (score above 5). The tourism activity criteria has the lowest average score of 6.25 both by the government and NGOs. This criteria shows that the government and NGOs agree that they need to know more and identify the variety and quantity, market demand, manage-

ment competence, infrastructure, standard quality, and consistency in various tourism activities are relevant indicators for developing eco-rural tourism. Figure 6 also shows that the average scores for the other criteria are not much different, ranging from 6.21 to 6.52, which means that all criteria in the tourism aspect are relevant to develop eco-rural tourism.

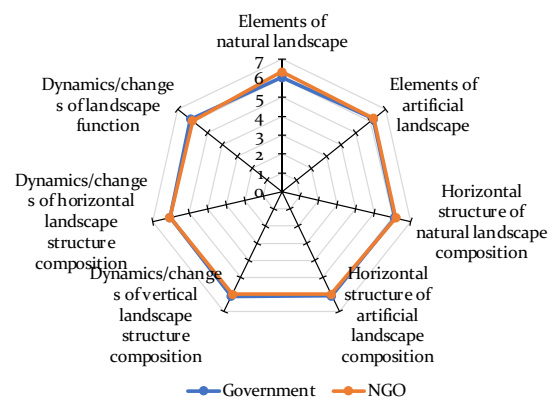


**Figure 6.** Government and NGOs perception of tourism aspects

**Ecological Landscapes Aspects.**

The ecological landscape aspects discuss the elements, structures, dynamics/changes of structure, and changes of function in rural areas. Figure 7 displays the perception value of the government and NGOs on the criteria of ecological landscapes aspect is positive with relevant category (score above 5). Elements of artificial landscape criteria has the highest average score of 6.19 which the government assesses. Meanwhile, NGOs assessed elements of natural landscape criteria as high average score of 6.35. This difference has an excellent opportunity for the government and NGOs in developing rural areas together. Based on the government and NGO assessments, they agree that rural communities need to know and identify the variety and characteristics of natural landscape elements, know and identify the location and distribution of natural landscapes, know and apply utilization patterns of various natural landscape elements, know

and apply maintaining patterns of various natural landscape elements, know and understand functional patterns of various natural landscape elements, know and understand aesthetic patterns of various natural landscapes elements, and know and understand interaction patterns among various rural natural landscape elements as relevant indicators for developing eco-rural tourism. Figure 6 also shows that the average score on the other criteria is higher than 6, meaning that all the criteria are relevant for eco-rural tourism development. The different perceptions of the government and NGOs have no effect on the value of the relevance of aspects that remain positive.



**Figure 7.** Government and NGOs perception of ecological landscape aspects

**Polarization of Government and NGOs Towards Eco-rural Tourism Development**

The general direction of orientation polarization of government and NGOs towards the concept of eco-rural tourism development is in a positive direction (score >4). The average score on each aspect is higher than 6, which means all aspects of government and NGOs assessment results are relevant for the development of eco-rural tourism. Each aspect's polarization scale indicates a difference in scores for each group of respondents based on the significance value (p-value > 0.05 or Chi-square calculates < Chi-square table) as shown in Table 3.

The government and NGOs' polarization direction for all aspects of eco-rural



**Table 3.** Validity and reliability test of eco-rural tourism aspects

Aspects	Test Parameters		
	Mean	Chi-Square calculated	Asymp. Sig.
Socio-Cultural	6.32	0.035	0.851
Conservation and environment	6.42	0.002	0.963
Ethnic Politics	6.42	0.119	0.730
Economics	6.19	0.009	0.925
Regional Development	6.30	0.098	0.754
Tourism	6.37	0.166	0.684
Ecological Landscape	6.11	0.153	0.695

Description: If Chi Square calculated < Chi Square table or p-value or Asymp Sig > 0.05, there is no noticeable difference in the average value. Chi-Square table for  $\alpha = 0,05$ ;  $df (1;180)$  is 3,84.

tourism is positive. The interpretation of the result can be explained that the government and NGOs agree on the importance of knowing the relevant and must-have aspects in developing eco-rural tourism. In table 3, it can be observed that the polarization direction of the conservation and environmental aspects, as well as the ethnic politics, is positive with the same average score of 6.42. It can be interpreted that the government and NGOs have agreed to state that conservation and environmental aspects, as well as ethnic politics aspects, are the aspects with the highest average concern for the development of eco-rural tourism. However, this is not very significant compared to other aspects because the average values tend to be almost the same. Still in table 3, it can be observed that the polarization direction of tourism aspect is positive with a score of 6.37. This can be interpreted that the government and NGOs have agreed to develop natural and cultural resources in rural areas in order to create economic, ecological, and socio-cultural added value (Leduc et al., 2021).

The government and NGOs agree that the development of eco-rural tourism must also meet the socio-cultural, regional development, economics, and ecological landscape aspects. The direction of all these aspects is positive with an average value range of 6.11 – 6.32. In the socio-cultural aspect, the government must support rural communities in implementing community communication systems, language systems, art systems, social life value systems,

kinship systems, knowledge systems, and traditional ritual systems that develop in rural communities (Kallert et al., 2021). The positive direction of regional development aspect can be interpreted that the government and NGOs must be directly involved in elaborating regional development factors and programs, knowing the growth centers of rural areas, infrastructure facilities, and cooperation to make rural areas sustainable (Dorobantu & Nistoreanu, 2012).

The polarization direction of the economic aspect also has a positive direction, it can be understood that the government and NGOs need to know the natural resources to be used as raw materials for business/industry. Processing raw materials using traditional equipment and modern technology must also be able to synergize with each other because rural communities do not have to abandon the traditional processing pattern, which is local wisdom that should be maintained and needs to be understood both by the government and NGOs. In addition, the government and NGOs must also understand that aspects of production, marketing networks until financial management (Haribawa et al., 2020). The ecological landscape aspect also needs to be a benchmark in the development of eco-rural tourism. The positive direction of polarization in this aspect can be interpreted that the government and NGOs need to know the condition of the landscape consisting of natural and artificial landscape elements, horizontal and vertical structures, as well as

the dynamics/structural changes that form a unique landscape of the rural areas. The more distinctive a rural area, the greater the added value can be generated (Ahamed, 2018).

Further analysis of each aspect for the comparative assessment of the government and NGOs on the criteria for eco-rural tourism can be summarized in Table 4. Table 4 shows the criteria with the lowest and highest average ratings in each aspect. All polarization directions at the lowest and highest ratings show a positive direction (the average is greater than 4). From the assessment pattern of the government and NGOs, there are scoring patterns with the

same highest and lowest score for several criteria, namely social life value system, regional development factor, and tourism activity criteria. For these criteria the government and NGOs already have the same view. There are also opposite assessment patterns, namely roles of community towards customary government and elements of natural landscapes criteria. The government gave the lowest rating while NGOs gave the highest rating for these criteria. On roles of community towards customary government criteria, the government assessed it to be the lowest rating criteria which can be interpreted that the government considers rural communities already know their role in the

**Table 4.** Government and NGOs assessment pattern towards eco-rural tourism criteria

Aspects	Criteria	Lowest average rating		Highest average rating	
		Government	NGO	Government	NGO
Socio-cultural	Language system		✓		
	Social life value system			✓	✓
	Traditional ritual and belief system	✓			
Conservation and environmental	Protection of natural resources				✓
	Protection of cultural resources	✓			
	Utilization of natural resources			✓	
	Management of natural resources		✓		
Ethnic politics	Traditional leader			✓	
	Customary decision making		✓		
	Roles of community towards customary government	✓			✓
Economic	Traditional technology/equipment for processing raw material		✓		
	Production aspect			✓	
	Marketing network	✓			
	Financial management knowledge				✓
Regional development	Regional development factor	✓	✓		
	Sustainable rural development			✓	
	Participation of rural community in development				✓
Tourism	Tourism activity	✓	✓		
	Management activities at tourism object/area			✓	
	Community participation in development of sustainable rural tourism				✓
Ecological landscape	Elements of natural landscape	✓			✓
	Elements of artificial landscape			✓	
	Horizontal structure of artificial landscape composition		✓		

customary government order. Meanwhile, NGOs gave the highest rating on this criteria which means that NGOs consider the role of the community towards customary government to be very important and must be prioritized. Natural landscape elements criteria that have an opposite assessment can mean that the government considers the natural landscape condition has been fixed so that it is not a top priority in developing ecological landscape criteria. In contrast to the views of NGOs, natural landscape elements must be a priority because if the conditions of natural landscape elements change, the ecological patterns of the landscape that have been formed will also change.

Polarization in the analysis results shows that government and NGOs both want the realization of eco-rural tourism development in rural areas. The development is expected to provide added value in the form of economic, ecological, and socio-cultural. According to Efendi (2002:2), development must be planned in such a way and must be oriented towards community development. It is also relevant as conveyed by Shaffer et al. (2004). Development is a continuous progressive change to sustain individuals and communities through the development, intensification, and adjustment of resource utilization. This is also one of the goals of eco-rural tourism development. The right strategy in maintaining the polarization direction to remain positive is to continue equalizing a comprehensive understanding of all stakeholders, including the government and NGOs, regarding the importance of periodically assessing the application of eco-rural tourism criteria and indicators in rural areas.

The success or failure of development is strongly influenced by the orientation of the stakeholders involved in it, including the government and NGOs (Amir et al., 2015; Dorobantu & Nistoreanu, 2012). The objectives of eco-rural tourism development are basically divided into 3, namely: 1) providing an understanding that the subject of rural area development is the rural area itself, not just a tourist attraction, 2) realizing the orientation of rural area development based

on the bottom-up concept (requests from local communities based on unique potentials), and 3) realizing sustainable rural development with tourism development based on unique potentials to obtain economic, ecological and socio-cultural added value (Andreopoulou et al., 2014; Marzo-Navarro et al., 2015; Mcareavey & Mcdonagh, 2011a).

The development will not be able to run well if the stakeholders do not have the same vision and goals. In order for tourism development to be successful, there are at least three main stakeholders namely government institutions, the private sector in this case NGOs and local communities must play their roles. The role played must be significant, covering the planning, implementation and benefit sharing processes. If the process runs fairly and the distribution of benefits is evenly distributed, it can be said that sustainable tourism can be realized (Ahmed, 2018; Keovilay, 2012; Skuras, n.d.). Cooperation between the government and NGOs is one of the benchmarks for the success of regional development. How each party can collaborate but still highlight their respective roles without overlapping.

Kubickova & Campbell (2018) in their research described the ultimate goal of government is to create employment opportunities and contribute to the overall economic and social development of the nation. Government involvement initially can be described as infrastructure and facility provider, concentrating on roads and utilities. A suitable balance between public and private sector, also NGOs is vital in ensuring optimal outcomes for rural area. Government can take on more leading role and adopt the role of entrepreneur, formulating policies, developing and initiating plans, and operating and providing tourism and hospitality services (Ahmed, 2018; Das & Chatterjee, 2015; Kubickova & Campbell, 2020). The tourism policy and planning can also be occurred by incorporating state and non-state organizations. Increase in partnership between government and NGOs is created through eco-rural tourism development (Drumm & Bank, 2005; Keyim, 2018)

As argued by Keyim (2018), in order to

achieve socioeconomic development in rural areas, fair and effective tourism collaborative activities are needed. One of the main sources of income and employment in village in the case of (Aziz et al., 2015; Keyim, 2018; Šimková, 2007) was tourism and the village can be benefited from local tourism development. The collaboration activities between government and NGOs in decision making and implementation of eco-tourism development have been perceived as a positive contribution to the village. This can be promoted through somewhat broad and equitable collaboration among the state and nonstate actors within and beyond the village. The eco-rural tourism development in rural communities can contribute to local income and employment creation, local amenities, and local culture resource conservation. The local natural and cultural resources can also be utilized because of eco-rural tourism development in the village and at the same time sociocultural heritage can be protected (Ku, 2016; Liu et al., 2020; Martín et al., 2018).

The central and local government coordination with each other in promoting rural tourism synergistically should improve the local communities area development (Gao & Wu, 2017; Liu et al., 2020; Nørgaard & Thuesen, 2021). If looked deeper in the the decisions and actions regarding local and central government, it reveals different roles at different levels in eco-rural tourism development. However, as policy maker government do understand that their support is needed to be provided to local communities in advancing skill and knowledge (Kiptiah et al., 2018; Situmorang et al., 2019; Zenelaj, 2013). Similarly, NGOs also plays pivotal role in supporting the competitiveness and developing community-based planning process as its role in improving eco-rural tourism. Therefore, stakeholder collaboration is a key to eco-rural tourism as it offers active participation of all key stakeholders and form a management system to support the eco-rural tourism development.

## CONCLUSION

The government and NGOs are part of the stakeholders that have an essential role in the development of sustainable rural areas. Information about the orientation of the government and NGOs can be used as a basis and to determine the polarization direction of eco-rural tourism development in rural area. The perception orientation of the local government states that the eco-rural tourism concept in rural area development is relevant to be applied to rural areas. Aspects concerned to the government and NGOs for the eco-rural tourism development are conservation and environmental, ethnic politics, tourism, socio-cultural, regional development, economic and ecological landscape aspect, respectively. The polarization direction of eco-rural tourism development based on the government and NGOs orientation shows a positive direction and strong polarization scale. This means that the government and NGOs have agreed to work together with other stakeholders to develop rural areas together into eco-rural tourism by meeting the indicators that have been formulated. The government and NGOs have an excellent opportunity to collaborate in developing their rural areas in accordance with the eco-rural tourism concept. The right strategy in maintaining the polarization direction to remain positive is to continue equalizing comprehensive understanding on the importance of assessing the application of eco-rural tourism criteria and indicators in rural areas periodically and continuously. It is not only the government and NGOs that determine the polarization direction in the development of rural areas, but also other stakeholders have an important role so that the same understanding between stakeholders and synergies can become a force to realize eco-rural tourism development according to the desired purposes.

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