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EVALUATION OF THE PABANGBON PANORAMA PIONEER TOURISM PROGRAM IN THE FRAMEWORK OF UTILIZING THE FOREST RESOURCES AREA BOGOR

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Abstrak

This study aims to evaluate the Pilot Tourism Program of Panorama Pabangbon in the context of using production forest areas, using the Context, Input, Process, Product (CIPP) evaluation model. The research is grounded in the importance of optimizing the multifunctional role of production forests through the development of sustainable, community-based ecotourism. A descriptive qualitative approach was employed, with data collected through interviews, field observations, and document analysis. The findings indicate that, in terms of context, the program is well-founded due to its strong legal base and the area's rich natural potential. However, in the input and process dimensions, the program faces significant challenges related to human resource capacity, basic infrastructure, and a lack of structured planning and training. Regarding the product dimension, the study found a decline in visitor numbers, uneven economic benefits, and poorly organized environmental conservation efforts. These results underscore the need for program reformulation, institutional strengthening, capacity building, and more strategic promotion and conservation measures to support sustainable and inclusive tourism development.

INTRODUCTION

The forestry sector plays a strategic role in economic, social, and environmental aspects, given that Indonesia's forest area reaches 120.3 million hectares, or approximately 63% of the total land area (KLHK, 2024). However, forest utilization remains focused on timber and other downstream products, while the utilization of environmental services such as ecotourism has not been optimally developed. In this context, forest-based ecotourism management presents a potential opportunity,

particularly in supporting community welfare and diversifying the local economy.

Based on BPS data (2019), nature tourism visits in Bogor Regency reached more than 9 million tourists, indicating high market potential. One form of utilizing this potential is the Pabangbon Panorama Pioneer Tourism located in Pabangbon Village, Leuwiliang District, Bogor Regency. This program was initiated by the Forest Village Community Institution (LMDH) in 2017 and officially established through Perum Perhutani Decree No. 737/KPTS/DIVRE JANTEN/2019, covering an area of 22 hectares under the Bogor Forest Management Unit (KPH). The Panorama Pabangbon pilot tourism initiative initially showed positive growth, with high visitor numbers. However, following the COVID-19 pandemic, visitor numbers plummeted to just 20% of pre-pandemic levels. This situation raises questions about the effectiveness of pilot tourism management and the extent to which the program provides tangible benefits to the community and environmental sustainability.

Relevant regulations, such as Ministerial Regulation No. P.31/MenLHK/2016 and the Forest Tourism Determination Work Procedure (PK-SMPHT.02.3-001/2023), have directed pioneering tourism management to consider aspects of feasibility, sustainability, and community participation. However, in practice, many pioneering tourism destinations face challenges such as low human resource capacity, inadequate infrastructure, weak promotional strategies, and the lack of integration of tourism activities with the local economic chain.

Evaluation of pilot tourism programs is necessary to assess their success and the challenges they face. The CIPP (*Context, Input, Process, Product*) approach developed by Stufflebeam is a relevant evaluation framework because it encompasses all program stages, from planning to impact. Previous studies, such as those by Sastrawan et al. (2017) and Simamora et al. (2024), have demonstrated the effectiveness of this approach in evaluating ecotourism-based programs and local development. By using the CIPP approach, this study aims to comprehensively evaluate the Panorama Pabangbon Pioneer Tourism program, so that it can provide recommendations for the development of sustainable community-based tourism in production forest areas.

RESEARCH METHOD

This research was conducted in the Panorama Pabangbon Nature Tourism area, which is under the management of the Bogor Forest Management Unit (KPH), West Java Regional Division, and is administratively located in Pabangbon Village, Leuwiliang District, Bogor Regency. The research period lasted four months, from March to June 2025. This study used an evaluative approach by applying the CIPP (Context, Input, Process, Product) model developed by Stufflebeam. Data collection was conducted qualitatively through three main techniques: in-depth interviews, field observations, and documentation studies. Interview informants were purposively selected from various relevant parties, including Perum Perhutani, the Forest Village Community Institution (LMDH), village officials, local business actors, and tourists. Observations were used to directly assess infrastructure conditions, community involvement, and the implementation of physical and non-physical activities at tourist sites. Documentation studies were conducted by reviewing official documents such as the Forest Area Management Plan (RPKH), annual technical plans, program implementation instructions, regulations, and other supporting documents. The observation, interview and documentation process was carried out by referring to the

criteria in the CIPP evaluation model.

The data obtained from these three techniques is then analyzed and classified in the form of values based on a comparison between the evaluation score for each aspect and the maximum value that can be achieved. Categorizing evaluation results uses an empirical approach with three categories: a score of ≤ 50% is categorized as "poor", a score of > 50% to ≤ 75% is categorized as "sufficient", and a score of > 75% is categorized as "good". The final results of the evaluation are outlined in the Program Criteria Evaluation Assessment table which describes the achievements of each CIPP component. The instruments used in this research include interview guides, observation sheets, and document review formats which are prepared based on the indicators for each evaluation component. To ensure data validity, source and technical triangulation were conducted, comparing results between respondents and between data collection methods. All data were analyzed using the Miles, Huberman, and Saldana model, which consists of three main stages: data condensation, data presentation, and conclusion drawing/verification.

RESULTS AND DISCUSSION

The data collection process for this study was conducted over a month in the Panorama Pabangbon Pioneer Tourism area, Bogor Regency. Data collection was carried out using three main techniques: field observation, in-depth interviews with key informants, and document analysis and program documentation. Interviews were conducted with five informants: representatives from Perum Perhutani, the Head of the Forest Village Community Institution (LMDH), field technical staff, and tourism managers. Triangulation techniques were used to ensure the validity and consistency of data from various sources. The collected data was then categorized and analyzed based on the four components of the CIPP evaluation model: Context, Input, Process, and Product. Each component was assessed using a categorization scale: "Poor" (≤50%), "Sufficient" (>50% to ≤75%), and "Good" (>75%).

The results of the evaluation of five main aspects which include the context, input, and conditions of Pa norama Pabangbon tourism management:

Table 1. Summary of Activity Evaluation Results

No	Aspect	Description	Data Triangulation	Data Reduction	Document Code	Mark
1	Natural Potential	N1: Production forest area with pine stands, cool climate, and natural landscape. N2: Unique landscape, morning mist, and interesting visual spots.	T1: Safe topography, easy access, supportive vegetation	An area with an attractive visual landscape, productive vegetation, safe topography, and easy accessibility.	C.PA1, C.PA2	Good
2	Strategic Objectives	N1: Optimizing work areas for non-tax state revenue (PNBP) contributions and environmental services. N2: Welfare	T1: Supporting tourism village policies	Optimization of work areas, empowerment of local economy	C.TS1, C.TS2	Good

		of the surrounding community.				
3	Legality of the Program	N1: Perhutani regulations and area utilization policies. N2: LMDH agreement and cooperation permit.	T1: In accordance with program directions and RPKH	Strong legal basis through Perhutani regulations, formal partnerships, and tourism policy support	C.LP1, C.LP2, C.LP3	Good
4	Human Resources Capacity	N1: Forestry officers and local youth are involved in technical matters. N2: The community has not participated in much training.	Q1: Need to improve service skills	Active local human resources, basic experience, but still need further training	I.KS1, I.KS2, I.KS3	Enough
5	Basic Infrastructure	N3: Roads, parking, and electricity are available. N4: Some facilities are self-contained and not yet permanent.	T2: Many facilities are not up to standard	The infrastructure exists but is not yet functionally and aesthetically adequate.	I.ID1, I.ID2, I.ID3	Enough
6	Technical Planning	N1: There is no written master plan. N2: Planning is still oral and undocumented.	Q1: Local initiatives are not yet based on studies	Technical planning has not been formally documented, not based on studies or feasibility studies	I.PT1, I.PT2, I.PT3	Not enough
7	Community Involvement	P1: The community is involved in the development and maintenance of the tourism area. P2: LMDH acts as the main liaison.	T2: LMDH as a liaison and facilitator of mutual cooperation activities	Local communities are actively involved in the implementation and maintenance stages of the area, with LMDH as the main facilitator.	P.PM1, P.PM2	Good
8	Implementation of Training	P1: Technical training is conducted by the Tourism Office. P2: Training is limited to only a small number of LMDH members.	T1: The training material is general in nature.	Training is carried out but is not evenly distributed, the training material is not in-depth	P.PP1, P.PP2	Enough

9	Development and Evaluation	N1: Construction is according to plan and basic facilities are mostly complete. N2: An informal evaluation is conducted by the management.	T1: There is no structured and documented monitoring and evaluation system available.	Evaluation is informal, monitoring system is not yet available, maintenance depends on complaints and field observations.	P.PE1, P.PE2	Enough
10	Increase in Visitors	N1: Visitor numbers have decreased significantly since the pandemic. N2: Increases on weekends/holidays, but not yet at pre-pandemic levels.	T1: Increased visitors impact on waste volume and facility load	The number of visitors has not recovered, the increase is only seasonal, not yet commensurate with the burden on facilities.	P.PJP1, P.PJP2	Enough
11	Local Economic Impact	N1: Tourism provides new economic opportunities. N2: Some people earn additional income from tourism activities.	Q1: The economic impact is not evenly distributed and depends on the season.	The direct economic impact is felt by some people, but it is not evenly distributed and is seasonal.	P.DEL1, P.DEL2	Enough

The study results indicate that the production forest area used for tourism development has high natural potential. Its pristine landscape, pine stands, distinctive morning mist, and attractive landscapes create strong visual appeal. Furthermore, its safe topography, good accessibility, and favorable vegetation contribute to its positive *natural* potential.

Institutionally, area management is directed towards supporting strategic objectives, namely optimizing work areas to increase non-tax state revenue (PNBP) and contributing to the welfare of the surrounding community. This objective aligns with the tourism village development policy and is considered to have been implemented effectively. Legal aspects have also been met, with a strong legal basis through Perhutani regulations, a joint agreement with the LMDH (National Forest Management Agency), and a cooperation permit that supports the implementation of formal area utilization programs. Technical planning is also a concern because it has not been documented in the form of a master plan and is still carried out verbally without being based on academic studies or feasibility studies, so it is considered *inadequate.*

Local community involvement is quite good, demonstrated by active participation in the development and maintenance of tourist areas, as well as the important role of the LMDH as a facilitator. However, technical training is still limited and does not reach all community elements, with materials that tend to be general. Evaluation of development activities is conducted informally, and a structured and documented monitoring and evaluation system is lacking. This indicates the need for

strengthening governance and oversight. In terms of visits, tourist numbers have not yet stabilized post-pandemic. Increases in visitor numbers occur only on weekends or during the holiday season, so they are not commensurate with the burden on available facilities. While tourism provides a positive economic impact in the form of additional income for some communities, these benefits are not evenly distributed and depend on the visiting season.

DISCUSSION

The Panorama Pabangbon tourist area boasts outstanding natural potential as a production forest-based ecotourism destination. The pine forest landscape, with its cool microclimate, safe topography, morning mist, and natural viewing platforms, creates an immersive and calming visual experience for visitors. These advantages make the area not only a recreational destination but also a platform for environmental education, supporting the development of sustainable ecotourism.

The collaborative model between Perhutani and the Forest Village Community Institution (LMDH) reflects the practice of productively utilizing forest areas without disrupting their ecological functions. Shifting the community's economic orientation from timber exploitation to ecotourism services such as photo spots and local cuisine strengthens the green development and community-based conservation agenda. The area's suitability in terms of topography, vegetation, and accessibility has also been confirmed through data triangulation, demonstrating biophysical readiness for nature-based tourism development. Therefore, the "Good" score given to this aspect reflects the alignment between natural carrying capacity and the psychological needs of today's tourists.

The strategic goal of developing this area is to transform the land's function from simply producing timber to providing environmental services through tourism. This approach aligns with the principles of sustainable tourism and the green economy, where the primary focus is no longer on non-sustainable forest products but rather on optimizing the area's social and ecological functions.

The active involvement of the LMDH and the surrounding community is the foundation of local economic empowerment combined with environmental conservation. This program not only creates added economic value but also encourages social inclusion in tourism planning and management. A "Good" rating for strategic objectives indicates a clear, integrative, and long-term direction in transforming production forest areas into tourism destinations that adapt to environmental and social challenges.

Legality is the foundation of legally accountable tourism management. At Panorama Pabangbon, legality is facilitated through official documents such as the Forest Area Management Plan (RPKH) and the Perum Perhutani Decree, which defines the area's use limits for tourism without disrupting its productive functions. The cooperation contract between Perhutani and the LMDH strengthens the social legitimacy of this program and ensures that local communities have a legitimate and strategic role in tourism governance. This legality creates a collaborative mechanism that ensures the sharing of benefits, responsibilities, and accountability among stakeholders, ultimately supporting the systemic sustainability of the tourism program.

The potential of local human resources in this area is enormous, demonstrated by the community's active participation in providing tourism services and managing

simple facilities. While not yet fully professional, there are strong indications of a willingness to learn and adapt to the needs of the tourism industry, such as managing food stalls, parking lots, and selfie spots. However, the lack of formal training poses a challenge to improving the quality of tourism services. Therefore, human resource capacity building needs to be directed at technical training, destination management, and visitor services to support the transformation of communities into competitive tourism operators.

Basic infrastructure such as roads, electricity, and rest areas are available, but they are not optimally managed. Some facilities are still constructed independently without regard for aesthetics and safety, potentially degrading the quality of the tourist experience. Strengthening infrastructure not only contributes to tourist comfort but also symbolizes the government's support for improving the quality of life for local communities. Cross-sector collaboration is needed to improve this infrastructure to simultaneously support tourism growth and environmental conservation.

The lack of technical planning documents such as *master plans* and *site plans* is a major obstacle to sustainable tourism management. Facility development remains incidental and unintegrated into the area's spatial planning, potentially leading to spatial conflicts and a decline in service quality. Participatory technical planning based on scientific studies is needed to regulate zoning, analyze carrying capacity, and mitigate environmental impacts. This approach will also ensure that area development aligns with the principles of conservation and efficient use of space.

Community participation in area management is a crucial aspect supporting the sustainability of the Panorama Pabangbon tourism area. Through mutual cooperation activities, planning forums, and simple training, the community demonstrates active involvement from the initial stages through implementation. LMDH plays a key role as a facilitator, bridging the interests of communities and forest managers. Activities such as tree planting, facility construction, and economic initiatives demonstrate that community involvement is not merely symbolic but has formed the basis for community-based conservation.

The training programs implemented are still limited in terms of both the number of participants and the depth of the material. The material presented is general and not specific to technical needs such as tourism services, sanitation, and conservation. The lack of a participatory approach in training has resulted in low learning effectiveness. Therefore, future training must be more contextual, based on field practice, and conducted sustainably to empower communities to manage their areas professionally.

Physical development of the area has been underway, but it has not been accompanied by an adequate monitoring and evaluation system. The lack of performance indicators and integration between facilities has resulted in fragmented development and the risk of diminishing the tourist experience. Without a participatory, data-driven evaluative approach, it is difficult to ensure development effectiveness. Weak evaluation can lead to budget inefficiencies and threaten the ecological sustainability of tourist areas.

Visitor numbers have shown a significant decline since 2020, with a sharp decline in 2023–2024. This indicates weak promotion, a lack of tourism product innovation, and irregularities in the ticketing system and spot management. The lack of an integrated ticketing system and the uneven distribution of facilities create inconvenience for visitors. This situation is a significant indicator that management and

promotional strategies need to be reformulated to better adapt to the needs of the modern tourism market.

The local economic contribution of area management has been demonstrated through the profit-sharing between Perhutani and the LMDH. Residents generate income from parking, photo spots, and MSME activities such as food stalls and handicrafts. However, the distribution of economic benefits is unequal. Businesses located far from tourist centers or lacking initial capital tend to be left behind. This highlights the importance of affirmative action programs and facilitating economic access to ensure a more inclusive distribution of tourism benefits.

Conservation activities have been carried out organically by the community, such as tree planting and environmental cleanups. However, there is no formal evaluation and documentation system that can quantitatively measure the effectiveness of conservation activities. By developing a data-driven conservation indicator system and reporting mechanism, area management can be more systematic and have a tangible impact on ecological sustainability. Synergy between communities, managers, and academics is key to strengthening the role of conservation within an ecotourism framework.

CONCLUSION

This research shows that the Panorama Pabangbon Pioneer Tourism Program is moving in the right direction in utilizing production forest areas as environmentally friendly tourist destinations. The program is considered good in terms of objectives and legality, as it complies with regulations and boasts attractive natural resources, such as pine forests, cool air, and easy access. However, in terms of implementation, there are still many areas that need improvement. Limited human resources, inadequate infrastructure, and the absence of written technical planning are the main obstacles. While the community has been involved through the LMDH (National Development Planning Agency), they have not received adequate training. Visitor numbers continue to decline due to a lack of innovation, promotion, and inadequate facilities. The economic impact has not been evenly distributed, and environmental conservation activities have not been carried out in a planned and measurable manner. Therefore, this program can continue to be developed, but comprehensive improvements are needed to ensure its benefits are felt more widely and sustainably.

To enhance the success of this tourism program, regular training is needed for the community managers to ensure they are better prepared to serve tourists and manage the area professionally. The cooperation agreement between Perhutani and the community also needs to be improved, including transparent entry fees and photo spots. Area planning should be conducted collaboratively through village forums or working groups to ensure the community is fully involved in decision-making. Training should also be ongoing, not just a one-off, and focused on local needs. In terms of promotion, it is important to utilize digital media and improve facilities to enhance the tourist experience. Community economic activities should also be supported, for example through MSMEs, homestays, and other local services. Finally, environmental conservation activities need to be more focused and supervised, such as tree planting, waste management, and environmental education, to ensure tourism and nature continue to coexist.

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