

Tourism on the Island of Buton in Eastern Indonesia

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Introduction

Buton, is an island in Indonesia located off the southeast peninsula of Sulawesi as shown in Figure 1. The Island of Buton is located in the province of Southeast Sulawesi, has an area of 1,620 square miles (4,200 square km). There has been a movement on Buton for several years to create their own Province, the Islands of Buton, which would have its capital in the city of Baubau (Kulitinta, 2019). One of the ways that the Indonesian government develops outlying parts of the country is to create more government by splitting a district into two districts when it starts to grow and develop enough to sustain itself, which eventually leads to regencies splitting into two regencies, until there is ultimately enough support to warrant the creation of another province. A province is the equivalent of a state in the U.S., and there are still provinces being added in Indonesia, not because more land is being annexed, but because provinces are developing more infrastructure and economically, so they need more local government workers to manage this development.

Because when a new province is formed this adds new government construction projects for all the new government offices that need to be built, there are thousands of government jobs created, and hundreds of vehicles and other resources from the federal government start pouring into the area. This creates many opportunities for new government projects to be initiated in the area, because the driving force of much of this new government creation is the development of more remote parts of the country. But for there to be some accountability and verification of the worthiness of government project funding, especially for tourism and cultural initiatives, the history of the site must be substantiated. One of the requirements in this long process of creating a new province is the academic requirement (Naskah Kajian Akademik) which does a variety of studies to determine if the area is worthy (Laluhu, 2015).

In the process of moving towards meeting the requirements to form a province, there have been several new regencies on the islands of Buton and Muna created in the last few years. Each of these regencies are looking for ways that they can develop their respective areas, and the city of Baubau continues to look for ways to set itself up well as a future provincial capital. This case study focuses on history and culture of Buton used for developing a heritage and geotourism, which serves one of the ways to make Buton as its own Province.

There are many interesting and unique aspects of Buton's history as a sultanate, as well as its position as a major crossroads for travelers heading east and west across the islands of Indonesia. Since the founding of the Kingdom of Buton in the 15th century, it has had its own identity as an island kingdom (later it became a sultanate) that was separate from the Sulawesi mainland where the provincial capital of Kendari is located. The island has some unique historical contributions to the story of the archipelago which can also be incorporated into geotourism because of its unique geological features. The island of Buton is home to many natural caves, waterfalls, and mountains. Buton is thickly forested and has an axial chain of limestone hills rising to 3,904 feet (1,190 meters). Buton also yields a large amount of natural asphalt (Buton, 2019).

But just as interesting as all the historical artifacts scattered throughout this island, many of which have not been recognized and have received little attention from tourists. Part of the problem is that there are thousands of islands in Indonesia, many of which used to be the site of small kingdoms, and it is difficult for the central government to determine which historical and cultural sites on these islands are worthy of funding to preserve them. One way that a site can be deemed legitimate is if there is some support to the claims of its significance. With the limited numbers of researchers and those in academic programs that require them to study in a remote area, places like Buton are at a disadvantage when it comes to tourism planning and funding. This case study introduces historical sites on the island of Buton in Eastern Indonesia in order to build awareness and publicity for tourist sites on the island and possibly secure some government support for development of heritage tourist sites on Buton.

Literature Review

The significance of historical sites on Buton are discussed in conjunction with two types of alternative tourism, heritage and cultural tourism and geotourism, that could be used to frame visits to the sites, add more activity options, and be used in the local government's planning for the development of these sites.

Heritage Tourism

Tourists throughout the world are interested in United Nations Educational, Scientific and Cultural Organization (UNESCO) World Heritage sites because of what they teach visitors about the past and the present. UNESCO explained the six criteria of cultural heritages: 1) to represent a masterpiece of human creative genius; 2) to exhibit an

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Figure 1

Map of Buton Island and surrounding islands in Southeast Sulawesi (Source: Ameliabd.com)



important interchange of human values over a span of time or within a cultural area of the world in developments in architecture or technology, monumental arts, town-planning or landscape design; 3) to bear a unique or at least exceptional testimony to a cultural tradition or civilization that is living or has disappeared; 4) to be an outstanding example of a type of building, architectural or technological ensemble or landscape that illustrates (a) significant stage(s) in human history; 5) to be an outstanding example of a traditional human settlement, land-use, or sea-use that is representative of a culture (or cultures) or human interaction with the environment, especially when it has become vulnerable under the impact of irreversible change; and 6) to be directly or tangibly associated with events or living traditions, with

ideas, or with beliefs, with artistic and literary works of outstanding universal significance (UNESCO, 2011).

The development of these sites is an important part of tourism in Indonesia and has created a national discussion about heritage tourism and the government's role in planning it. The Indonesian government lists the sites deemed most important so that they can be explored and recognized (Hiroi, 2009). Since Indonesia's independence in 1945, there has been an ongoing effort to define its heritage and show how the heritage of the archipelago is valuable even apart from its colonial history (Bloembergen, 2011). Those efforts continue today, even among student organizations who are working to preserve heritage sites (MENA, 2017). Other countries, such as Australia and Japan,

are even involved in capturing data and sites surrounding the heritage of ancient kingdoms within Indonesia, such as that of Aceh on the northern tip of Sumatra (Premium, 2017, Puspamawarni, 2012; Suprapti, 2017). Even as these efforts at heritage preservation continue by NGOs, there are still concerns about whether the government of Indonesia is placing a high enough priority on the preservation of Heritage sites within the country (Dachlan, 2015).

The National Trust for Historic Preservation defines cultural heritage tourism as “travel to experience the places, artifacts and activities that authentically represent the stories and people of the past and present, including cultural historic and natural resources” (McNulty & Koff, 2014). Heritage tourism can include tangible historic sites but can also include Intangible Cultural Heritage (IHC). The definition of ICH as stated in the 2003 UNESCO ICH Convention, article 2: the intangible cultural heritage means the practices, representatives, expressions, knowledge, skills – as well as the instruments, objects, artifacts and cultural spaces associated therewith – that community, groups, and in some cases, individuals recognize as part of their cultural heritage (Puspamawarni, 2012).

These aspects of both tangible and intangible cultural heritage can be incorporated into visits to historic sites, as well as provide entertainment at cultural events (Marimin, 2016). Some examples of IHC could be cultural dances, the cooking of local food, traditional weaving of cloth, rotan, and bamboo, along with boatbuilding and other construction techniques (cement for traditional fortress wall construction on Buton is said to have included egg whites). Heritage is also a concern of anthropologists and can cause ethical dilemmas in its study (Adams, 2005). All these aspects of heritage tourism may be best managed by family and community foundations instead of the local government (Junaid, Widjaja, & Hanafi, 2017). These heritage tourism sites can also be a means for communities to develop themselves economically (Hampton, 2005). But for these efforts to be successful, it is also important to frequently evaluate the experiences of those visiting the site, and learn lessons from this feedback (Wijayanti, & Damanik, 2019).

Geotourism

One of the increasingly popular alternative forms of tourism is geotourism, which is tourism to explore different geologically unique places in the world (Olafsdottir, 2019). A part of geotourism is the concept of a geopark, which according to UNESCO is connecting people with nature in a way that they might pay attention to potential geological heritages in economic development. The main aim of creating a national geopark is to protect and conserve heritage of the earth which is at risk of damage caused by human activities (Ghasemi & Kashef, 2015).

There are several aspects of the landscape of Buton that might make it appropriate for the development of geotourism. One unique feature on the island is a blue hole, which was formed when waters

receded from the earth many years ago. The term “blue hole” refers to a body of water that was initially filled with salt water when the ocean covered the island hundreds (or thousands) of years ago, then the top of the lake was filled with fresh water from rainfall. As a result, after many years the bottom of the lake became the perfect spot for microbiologists to study because active bacteria between the layers consumed the oxygen in the salt water and created an anoxic environment, which is excellent for the preservation of anything that might have fallen into the lake. The bottom of a blue hole usually contains a network of underwater caves as well. There have been many blue holes discovered in the Bahamas and Central America, and National Geographic has taken the lead to explore this natural phenomenon. An explanation of the definition of a “blue hole,” and its potential for study, can be found in articles related to a National Geographic project in the Bahamas to explore blue holes (Albury, 2016). Geotourism is also being integrated with world heritage sites, of which many have been identified within Indonesia. The most well-known of these sites used to just be on Java, but many sites on the outlying islands of Indonesia are being increasingly identified (Hawkins, 2004). The promotion of geotourism is rapidly expanding in Indonesia by the establishment of at least six geoparks, and ten more planned for the future. After being declared national geoparks, the aim is to apply for these sites to become UNESCO Global Geoparks (Jakarta, 2017). On the northern peninsula of Sulawesi, in the regency of Gorontalo, a geopark is being proposed as a combination of scuba diving sites and a “religious village” (Jakarta, 2018). Geotourism concepts are also being explored further on the island of Java (Yuliawati, Hadian, Rahayu, & Hurriyati, 2016) and in North Sulawesi (Mangindaan, Hamzah, Kadir, & Sudirman, 2014). The geopark caves in South Sulawesi have even been associated with the concept of archaeological tourism, or archaeo-tourism, because of their age (Cahyadi, 2016). Rock climbing can also be an important part of geotourism activities.

The Dilemma

Government Funding

Even with the discovery of interesting and exclusive sites throughout the islands, as well as a local history that is unique among the islands of the archipelago, Buton is still relatively unexplored. There are several different ways that the Indonesian government is attempting to obtain funding for public infrastructure projects. In general, the public infrastructure in Indonesia is well below the global average, and capital infrastructure development is a priority in the country (Lewis, 2013). There are government projects underway to help develop some aspects of this infrastructure in remote parts of Indonesia, like providing electricity to remote areas (Indonesia, 2016). The priority of developing the infrastructure of Indonesia and other issues has historically led to low funding for scientific research

among the islands (Rochmyaningsih, 2018). It is possible, though, that researching the biodiversity of Indonesia could play a role in its economic development, which would not only contribute to a better understanding of the ecology of Wallacea, but also improve the quality of life of citizens living on remote islands (Oktaviani, et al., 2018).

The Indonesian government has also been trying to act in a more decentralized manner by pushing funding decisions down to lower levels. In some cases, such as when funding is pushed to the village level, the results are usually less than optimal because of money management issues (Lewis, 2015). And the discretionary grants awarded to different regions of Indonesia are usually politically motivated and not necessarily based on needs. As a result, a large amount of the funding intended for poorer regions ends up in the more developed and politically influential areas (Gonschorek, 2018). Even participatory budgeting processes being implemented within Indonesia still show a bias against the poor and those in the most need (Grillos, 2017). Despite these factors and potential challenges, support from the central government and funding from organizations such as the United Nations provide the greatest potential for the development of the remote islands of Indonesia including Buton.

Lack of Research

In general, the previous news releases and documents on Buton have been disjointed and just addressed certain aspects of Buton without a good comprehensive analysis of what remains. There have been research projects conducted on the island over the years, but few of these are coordinated in a way that involves the local government. The findings are usually limited to publications that few outside of the academic community can access.

There have been some locally written volumes on the details of the individuals who served as the Sultans of Buton and colonial history (Zahari, 1977; Zuhdi, 2010) as well as some books written about the Sultanate that show how Sufi Islamic principles were incorporated throughout the administration of the government (Yamaguchi, 2008; Yunus, 1996). Some anthropologists have also analyzed the people of Buton and their history and drawn some conclusions about how the Sultanate was organized throughout the islands, some evidence of beliefs before Islam entered (Schoorl, 2003), as well as traditions associated with boat building (Southon, 1995). There are a couple of guidebooks that have been written about the area, one of which is an ethnography (Coppenger, 2011) and the other is focused on tourism (Gregory-Smith, 2000). There are also many references to Buton regarding trade during the Dutch colonial era, and how Buton provided many natural resources and slaves to Makassar, which were then sold throughout Indonesia and even in other countries (Reid, 1983; Sutherland, 2000).

In addition, there was an article written many many years ago about the fortress in Baubau, but it did not address the claims about

whether it was the largest in the world, and what is significant about this fortress and others throughout the islands (Haris, 1990). In some of the past written histories of the islands, the different kadie, or villages, throughout the former sultanate are identified by name, but the details of what role each village played in the sultanate is not clear. The fortresses and traditions that still reside in the more prominent of these villages and outposts of the sultanate still need to be explored, as well as sites that provide evidence of the past trading importance of the island. These significant sites impacted the development of the sultanate, have not been formally recognized, and could offer some interesting history and background information about the sultanate.

Several government officials have voiced the need for more exposure about the unique aspects of history, ecology, and geology that Buton has to offer. In personal conversations with government officials, including the mayor of Baubau (2003-2013), the head of the cultural department of South Buton (2017), a member of the local legislature of South Buton (2015-2019), and officials from the tourism department of Central Buton (2017), comments were made about the desire to fund renovation and development projects to preserve the heritage of the island.

The lack of funding and research conducted on heritage sites on the island of Buton seemed to be the greatest need. The ecology and geology of the island and those surrounding it, as well as several endemic species of wildlife on the island had drawn researchers over the years, but the history of the island and the Buton Sultanate was still relatively untouched in recent times. Increasing the awareness of the historical significance of heritage sites on Buton may help provide future funding possibilities to renovate fortresses and other historical sites on the island. While there may be a lack of interest among academia for conducting historical research on Buton, there does seem to be interest in ecological and geological research on the island and in the surrounding waters, which may be tied to heritage sites in some cases. The dilemma among the officials was how to expose the heritage sites on Buton in a way that would facilitate future visits and possible revitalization projects. Several managers of local companies involved in tourism, as well as individuals that have worked with Operation Wallacea, have wondered how heritage tourism and geotourism might be combined in some way with other forms of alternative tourism that could benefit the Butonese tourism industry as a whole.

Analysis

Buton is best known for its large deposit of natural asphalt, which was taught to kids in elementary schools throughout the country of Indonesia. In addition to the interesting geological lessons that can be learned from touring these asphalt deposits and the reported potential for oil drilling on the island, there are hundreds of caves throughout the islands of Buton and Muna. This is because the islands are primarily made of limestone, especially along the coast.

There have been some cave expeditions conducted exploring the extent of caves on Muna and Buton over the years, at least one of them conducted by a French cave exploration team in conjunction with LIPI, an Indonesian scientific organization. There were crabs and fish with no eyes discovered in some of the caves, but just exploring the depth and structure of the caves is also an adventure. Lakasa Cave in Baubau has some freshwater at the bottom that has coated all the rock surfaces within it with white crystals. Another cave in the city requires those that enter it to crawl through some spaces and they can also enter a room filled with noisy bats. Many of the caves are filled with water, such as Lanto Cave and Moko Cave, and the stalactites and stalagmites within the water give proof that they were once dry. These caves all offer opportunities for geotourism, to learn about how the caves developed, but many can also be tied to the history of the islands and their potential for heritage tourism.

At an official function the mayor of Baubau held at Nirvana Beach in Baubau back in 2007, two scuba divers from America that lived in Baubau, Arnold and Chase, were talking about some ancient pottery that had been found in a nearby cave. The first to discover this pottery was actually a local Indonesian man and a British man that lived in the area and also dived, but the two Americans had been spending the most time there recently. They took the mayor and some of the city of Baubau tourism department officials to see the cave and plans were made to do a dive in the future with the mayor present and try to get some media involved to publicize the find. This happened a few weeks later when another event was held out near the cave and the mayor was present when the two American divers dove in the cave and found some pottery. At one point some national television media got footage of the finding and it made the national news.

This cave is filled with water, and about half of it is open to the sky. Within it is a large amount of rubble and large rocks, but if you dive down into about 30ft of water and start moving these rocks around you can find a variety of types of ancient pottery. Most of them are broken, but there are still whole bowls, plates, vases, and other small pottery containers. The patterns and type of pottery are very similar to Chinese and Vietnamese pottery examples that are found in museums from the 16th and 17th century, but no formal study has been done to determine the age or origin of these pieces. How they ended up in a cave under rubble in 30ft of water is also a mystery. In the following months the man that owned the cave wanted to try and get some of the pottery for himself because he hoped to sell it someday. He asked some divers to help him retrieve some of the pottery, but eventually just found a man in his village that had an air compressor and a hose that he could use to dive down and look for pottery. Most of these dives took place at night because while the government wanted to try and protect the site from individual citizens tampering with it, there was no security in the evening. The government also asked some divers to get pottery for

them, and some of it did end up in the tourism office, but some of it also probably ended up in individual's houses. The British man contacted an antique dealer in England about the worth of these pieces, but the dealer said that without an official study being done to determine the age and origin they weren't worth that much. All this excitement eventually died down because the prospects were slim that anyone would come do a formal excavation of the site.

Then several months later these same two divers went out to explore a lake on the island of Muna, which is in the Regency of Central Buton. After walking for 30 minutes with several villagers and clearing brush with machetes the whole way, they reached the lake. After descending into the lake about 30ft, all light disappeared and there was just darkness. A few feet later the divers could see each other, but they started to feel a burning sensation on their lips and immediately returned to the surface. After they removed their masks, they immediately smelled sulfur, did not know why the lake was like this, and told the local villagers they probably shouldn't swim in the lake. It wasn't until many years later that one of the divers read about "blue holes" in National Geographic. He immediately contacted the scientists identified in a National Geographic article about blue holes in the Bahamas, who tried to connect him with a scientist working in the nearby Lake Matano, but nothing ever came of it. This blue hole would still be a great place for cave divers to explore, and discoveries in the lake could possibly provide more insight on the history of these islands. The Regency of Central Buton has adopted the motto of "The Land with a Thousand Caves" to show how many caves they have throughout their area (though probably a hyperbole).

Caves have also provided a place for people to hide and defend themselves when attacked. There is a local story in South Buton of how the famous Javanese General Gajah Mada landed on the coast of the island during the time of the Majapahit Empire and came ashore with some soldiers. After a series of events this warring party needed to retreat to a cave to protect themselves, and the story is that they were eventually buried in the cave together as the entrance was sealed. While this story did not end well for those in that cave, other caves have been used as a refuge for villagers from raiding parties of pirates in days past. Hostile invaders from the sea have come to the island to take slaves and plunder, the most recent of which was in the 1960s with the gerombolan, after the famous coup which deposed Indonesia's first president (Dijk, 1981). But the primary way for the people of Buton to hide and defend themselves was through the construction of fortresses with the same jagged limestone rocks that form the caves. Some of the fortresses are within the villages, but some of the jungle fortresses would have been hard for invaders to find. The Regency of Buton has adopted the motto of "The Land with a Thousand Fortresses" to show how many fortresses they have throughout their area (though probably a hyperbole).

The fortress that used to be the center of government for the Sultanate of Buton is located on the top of a hill in the city of Baubau. People still live within the fortress walls and the tourism department claims that it is the fortress with the largest perimeter in the world. The main walls of the fortress have been restored recently and it is in good condition. There are also sites that tourists can visit within the fortress that were important during the time of the Sultanate, including the nearby cave where Arung Palakka hid during an important time in Buton's history. The people in villages throughout the islands of Buton are very aware of the former sultanate and that it was centered in the city of Baubau. Under the sultanate were also 72 *kadie*, or villages that were recognized by the sultanate on Buton and throughout the surrounding islands, and many of these had their own fortresses. Most of these fortresses are in disrepair and some of them no longer exist. In some cases, villages are still located within fortress walls, but the remains of most fortresses are in the jungle and no longer used. One of the more significant and well-preserved fortresses in South Buton is in the village of Lapandewa. In addition to the fortresses located throughout the islands of Buton, there are also several other sites significant to the history of Buton, such as where Wakaakaa (the first ruler of the Kingdom of Buton) landed near Burangasi, and one where a man named Abdul Wahid founded the first mosque on the island. These sites are located next to ecologically and geologically beautiful and significant sites throughout the islands.

Because of the large number of fortresses on the island of Buton, some of them have more potential for investment as possible future tourism sites than others. Factors that will influence this potential may be location, significance, the cooperation of local leaders, existence of historical knowledge and artifacts, and the current state of the fortress and whether it is still in use by the village. Yet, there has not been funding for the restoration of these sites and fortresses because there they have not been deemed significant enough to be worthy of development.

The head of the cultural department of the Regency of South Buton called Chase, one of the divers, in to talk and asked if he could help bring some attention to these sites by writing a book. There would not be any funding available to help with the research and travel during the process of writing the book, but if the book was published the government would possibly want to buy many copies. This request by the government is not a guaranteed promise of funding if a book is published, but it may be a good idea for the promotion of the island that would line up with the tourism plans for South Buton in the coming years. It could also be good for the publicity of the tourism company, and government officials may be open to endorsing the book to give it more legitimacy. In addition to possibly increasing publications about the islands, government officials were open to other potential avenues that could create more interest in Buton. It will be important for Chase to incorporate the sites related to critical parts of Buton's history into the

book if he decides to write one. There are also key terms and elements of the book that identify it with the Regency of South Buton that will be required if the government is going to buy copies in the future. Usually the name of the regency will need to be in the title and the sites the government deems important as potential future funding opportunities should be included as well. But in conjunction with any publications, there must be other ways to generate interest in the island and form a cohesive plan for the development of its tourist sites.

Discussion

The fortresses of Buton and some significant historical sites on the island may be the legitimate sites of historical events or may just be a part of local myths. It may not be possible to verify that these sites are the actual locations of the history they are now associated with. Even so, they could provide a good place to learn history by providing a tangible site for educational purposes. There are many rumors and conflicting stories about the history of the sultanate, how far reaching it was, and what made it unique among the other kingdoms of the archipelago. If the local government could attempt to get behind the key aspects of the heritage of the Butonese Sultanate, and market these aspects and current remnants with a unified voice, it might be possible for Buton to draw more visitors. This would be difficult for individual tourism companies to do alone because it would involve revitalization projects of historic sites in several villages and the establishment of an official heritage trail and map probably starting from the already established site of the fortress in Baubau.

The natural beauty of Buton and the remote locations of many of these potential heritage sites are very conducive to combining them with geotourism activities. In a similar way, scientific research has already been successfully combined with ecotourism on the island. The jungles of Buton and the surrounding coral reefs have been visited by tourists and have been the subject of ecological research for many years because of the biodiversity in this part of the world, known as Wallacea. Operation Wallacea conducts research each summer in conjunction with scuba diving certification and ecotourism. This NGO intentionally combines tourism with research and has had great success over the years (Clifton & Benson, 2006). Their summer programs bring hundreds of international visitors to Buton and Wakatobi every year, who take part in conducting volunteer research in the jungles and oceans of Buton which has contributed to the ecological knowledge of the area (Gouraguine et al., 2019). They are limited in the areas in which they operate, which means there is much more of Buton that needs to be explored. Heritage tourism and geotourism could be the means for this exploration to continue as a supplement to ecotourism.

There are several aspects of the landscape of Buton that might make it appropriate for the development of geotourism. Buton is unique because of its natural asphalt deposits, which are some of

the largest in the world. There have also been nickel and manganese mines that have operated on the island. Since Buton and Muna both largely consist of limestone, there are extensive cave networks throughout the islands. The asphalt mines, caves, and other sites on Buton (such as hot springs) could be used as teaching tools to explain geothermal concepts and island formation, as well as provide a link to heritage tourism on the island. Developing a tourism plan using the frameworks of heritage tourism and geotourism may provide a way forward, as similar concepts have worked in countries such as Iran (Ghasemi & Kashef, 2015), and are being pursued in Hungary (Bujdosó, David, Weber, & Tenk, 2015). On the nearby island of Muna are several caves marked with ancient paintings of people and animals, one of which has a painting of a person flying a kite, which may be the oldest evidence of kite flying in the world (Ruhe, 2003).

Heritage tourism and geotourism can play an important part in the future of Buton, but it is difficult for the local government to know where to begin in their planning. Possibly, the way that several sites have been combined to form a geopark in Gorontalo could be a very appropriate model for the development of a geopark in Buton as well (Jakarta, 2018). Local government cooperation with local tourism companies and NGOs could potentially be the best way to identify which sites should be pursued for preservation and revitalization.

For example, one of the authors of this case study had seen many different sites that were worthy of further study after working on Buton for eight years, as well as a government that needed help in marketing the island of Buton to international tourists. He published a book on the islands in 2011, and the government bought the first printed copies of the book. The title of the Indonesian translation of the book was the first known publication to propose the name “Kepulauan Buton” [Islands of Buton]. “Kepulauan Buton (Kepton)” eventually became the name approved and accepted by the government and its supporting agencies for the creation of a new province as the struggle to become a province continues. This is one example of how a publication can play a role in moving government processes forward and encouraging consensus. The tourism company associated with the publication of the book and the local government have had a good relationship and are looking for ways that they can help each other in marketing Buton and Baubau as tourist destinations. The governments of the city of Baubau, as well as the regencies of South Buton and Central Buton, all have so much to offer, but need to develop a cohesive plan and be able to implement it. Hopefully this case study and related publications on the potential of tourism among the islands of Buton can provide helpful insight and possible options for government officials as they conduct planning and development in the future.

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