



## Innovation Model for Implementation of Public Tourism Policy in Pamekasan Regency Case Study of Talang Siring Beach

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Submitted: 2-04-2024	Revised: 010-04-2024	Accepted:21-05-2024	Online first: 08-06-2024
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### ABSTRACT

This study aims to determine the implementation of tourism development policies and the role of public policies in tourism development in Pamekasan, especially Talang Siring Beach. This research is reviewed through four aspects of public policy implementation developed by Edwards, namely communication, resources, disposition and bureaucracy. A type of qualitative research with an analytical descriptive approach to identify some fundamental things regarding tourism policy in Pamekasan. Based on research, the implementation of tourism development policies in Pamekasan has gone very well although it still leaves a number of problems. Meanwhile, the role of public policy plays a very important role even though there is still something to be addressed. This research also concluded that the ideal tourism policy model to implement is community-based tourism. Some of the obstacles that can be identified are lack of synergy (communication) between stakeholders, lack of competence of policy implementers, and lack of community participation. Meanwhile, on the other hand, high commitment from local political leaders and the support of good resource facilities are factors supporting the policy.

**Keywords: Policy Implementation, Tourism Policy Role, Community-based Tourism**

## 1. Introduction

The tourism sector is one sector of the economy that continues to grow rapidly. When all economic sectors are in a slowing trend, the tourism sector is a sector whose growth is maintained. In Indonesia, based on data from the Central Statistics Agency (BPS), the growth of the tourism industry in Indonesia reached 14 percent in 2018, exceeding the average national economic growth of only 5.17 percent. The tourism sector contributed IDR 347 trillion or around 4.8 percent to Indonesia's Gross Domestic Product (GDP) and became the fourth largest foreign exchange contributor. When calculated together with its multiplier effect, the tourism sector's contribution to global GDP in 2019 is expected to increase from 10 to 50 percent over the next decade.

In terms of employment, there are 10.18 million people working in the tourism sector, making the sector the fourth largest contributor to the workforce of the total number of workers throughout Indonesia. Foreign tourist visits also continue to increase from year to year as shown in Table 1.1.

**Table 1.1 Level of Foreign Tourist Visits to Indonesia**

Year	Number of Foreign Tourists
2017	14.039.799
2018	15.810.305
2019	16.106.954
2020	4.052.923
2021	1.557.530
Average Growth (%)	111,1%

Source: Central Bureau of Statistics (2022)

The government continues to improve the performance of the tourism sector. The government targets to bring in up to 3.6 million foreign tourists by 2022. To increase foreign tourist arrivals, the Ministry of Tourism increased promotional funds from the previous Rp 300 billion to Rp 1.2 trillion this year, and is targeted to reach Rp 5 trillion by 2022. With these funds, the government hopes to help promote regional tourism, which is still lacking.

The practice of tourism development policy has been discussed in a number of studies. Arieta (2012) conducted research on community-based tourism development policies in coastal communities to find out about their impact on environmental sustainability and people's economic empowerment. This research focuses on measuring the impact of the policy. The results showed that the impact on the application of the concept of community based tourism is quite positive to reduce the community's dependence on government assistance which can lead to dependence, because so far government assistance is more charitable.

Another study was conducted by (Jupir, 2013) which examined the implementation of local wisdom-based tourism policies in West Manggarai Regency. Jupir's research used a qualitative research method with a phenomenological approach. The implementation of local wisdom-based tourism policies, based on the results of the study, has not been optimal because the supporting factors are not well provided, ranging from supporting resources to local wisdom.

Pamekasan Regency is one of the regencies located between two other regencies on Madura Island, namely Sampang Regency and Sumenep Regency. Compared to the other three regencies, Pamekasan Regency only has several leading tourist attractions, such as Jumiang Beach, Talang Siring Beach, Batik Tourism Area, and Batu Marar Religious Tourism. Recently, tourist attractions in Pamekasan Regency have increased, such as Selamat Pagi Madura Tourism and Brukoh Hills.

Along with the increasing number of residents and tourists who come to visit Madura Island, there is an increase in demand for tourism as a secondary need. Even today, traveling or recreation has changed its nature to become a primary need, especially for millennials (Umam NC, 2015). People who live in urban areas need tourism activities to relieve boredom and fatigue after doing tiring daily activities in the city. The work demands experienced and the lifestyle adopted by urban communities require them to do tourism activities on weekends to rest for a while. This fact does not rule out the possibility that rural communities also need tourism activities, because they also need a means to leave the daily routine for a while. The reasons above are included in one of the motivations that a tourist has when doing tourism activities (Yoeti, 2010).

The increase in demand for recreation or tourism must certainly be welcomed positively by various parties, both local governments and tourist attraction managers. Moreover, the presence of tourist visits to a tourist attraction also makes a real contribution to the country's foreign exchange (BPS, 2013). In this regard, the improvement and development of local tourism must also continue. One of them is Talang Siring Beach. Talang Siring Beach is a leading tourist attraction in the Regency (BPS Pamekasan Regency, 2018). In the past few years, Talang Siring Beach began to be forgotten by local tourists. This is due to the limited tourist attractions found on this beach. In addition, the condition of tourist facilities is also less supportive. This certainly affects the number of tourist visits. In fact, the potential owned by Talang Siring Beach is quite adequate. The natural scenery directly facing the Madura Strait is the specialty of Jumiang Beach. Finally, in the last two years, the manager of Talang Siring Beach has made improvements. Addition of tourist attractions. In addition, the government also supports the management of tourist destinations in the Larangan sub-district with sea picking activities which are held annually for 3 days and 3 nights in the tradition of village activities. Improvements made by the local government and the manager of Talang Siring Beach had a positive impact. The number of visits has increased since the addition of attractions and tourist facilities at Talang Siring Beach.

The problems faced by the management of Talang Siring Beach are influenced by several factors. First, the lack of synchronization between the Pamekasan Regency Tourism Office and the management of Talang Siring Beach. It looks as if the manager runs by himself without support from the local government. Second, the lack of community participation around Talang Siring Beach in efforts to develop Talang Siring Beach tourism. This is very unfortunate. Whereas the surrounding community can be empowered as tour guides and the like. Third, the lack of interest of Pamekasan Regency community in promoting Talang Siring Beach. This is due to the condition of Talang Siring Beach which is less organized and managed, especially in supporting factors such as infrastructure that has not been equalized so that the interest of young people to promote is reduced. Institutional analysis and tourists' perspectives on attractions and tourist facilities at Talang Siring Beach really need to be done. This is so that the Pamekasan Regency Government and the manager of Talang Siring Beach

can continue to evaluate themselves in developing local tourism. Thus, the goal of making Talang Siring Beach a sustainable tourism can be achieved.

## **2. Methods**

This research is a type of qualitative research. The approach method used in this research is descriptive analysis. Descriptive qualitative research is an approach to phenomena, events, problems or certain circumstances that are the object of investigation; whose findings are in the form of meaningful sentence descriptions that explain certain understandings (Leksono, 2013: 181). According to (Nazir, 1985), descriptive method is a method in researching the status of a group of people, an object, a condition, a system of thought, or a class of events with the aim of making descriptions, pictures or paintings systematically, factually and accurately about the facts, characteristics and relationships between the phenomena investigated.

Based on data collection techniques, this research is included in qualitative research. Researchers used in-depth interviews and literature studies as data collection instruments. The data obtained during the research was divided into primary data and secondary data. The data collection techniques used in this research are qualitative data collection techniques in the form of field research and library research. The purpose of the two data collection techniques is to obtain primary and secondary information that is more comprehensive and in-depth about the topic raised by the author. The location selection in this research was carried out at a location that could support the research and was related to the problem under study. In this research, the research site is Pamekasan Regency, especially the Department of Youth, Sports and Tourism of Pamekasan Regency and the offices of parties who have the capacity in the field of tourism.

## **3. Results and Discussion**

### **Institutional Innovation and Creativity of Tourism Village Managers**

The enactment of Law no. 23 of 2014 concerning Regional Government, distributes appreciation and incentives for regional governments or employees, as well as SKPDs that implement innovations. Based on this innovative public policy, it motivates each local government official or apparatus, especially officials, employees and SKPD of the Tourism Office, to think, work and make decisions creatively and innovatively. The establishment of

certain villages, by the regional government at the proposal of Tourism Office officials, is a creativity and innovation breakthrough in improving the quality of tourism services in the region. The establishment of a Tourism Village is accompanied by a delegation of authority from the regional government to the village government to manage tourism affairs in the village, as a form of institutional innovation in the autonomous region.

According to Nuyanti (Ridho, 2018), a tourist village is a form of integration of attractions, accommodation, and supporting services, which are presented in the order of community life integrated with dominant practices and traditions. In order for a tourist village to have objects and tourist destinations that attract visitors, according to Yoeti (1985) there are 3 characteristics, namely: a) the area must have "something to see", in that place, there must be tourist objects and tourist attractions that are different from those of other areas; b) the area, there must be "something to do", not only a lot to see, recreational facilities must be provided to make tourists feel at home staying longer in that place; c) the area must have "Something to buy" in that place must be available, especially souvenirs and handicrafts, to bring souvenirs. In accordance with the definition and three characteristics of the tourist village, its relationship with the tourism business and the utilization of objects and services (facilities) tourism business, then the effective management model of the tourist village is no longer top-down. centralized tourism management but value-based, social, local communities and environmental sustainability.

### **Coordination and Cooperation between Stakeholders in the Development of Tourism Areas**

Stoner defines coordination (Dann Sugandha, 1988) as a process in which the objectives and functions of separate units are combined to achieve organizational goals effectively. Meanwhile, Leonard D. White (Sutarto, 1998) defines coordination as the self-regulation of different organizational units in each activity so that each part optimally affects the overall result. The conclusions from the statements of the two experts mentioned above are as follows: 1. A unit in an organization cannot function properly without the help of other units. 2. To achieve organizational goals, each unit is obliged to support the implementation of other unit tasks in a comprehensive and integral manner. The concept of coordination includes integration, communication and task completion and interdependence between

organizational units. Hani (Handoko, 1995) suggests three basic elements that must be considered as the basic mechanism for effective coordination: 1. Leadership hierarchy, which is the chain of command, information and workflow, formal authority, clear relationships of responsibility and accountability can encourage integration if clearly articulated and implemented with the right leadership. 2. Rules and procedures, which are management decisions about how to deal with routine events so that they become effective tools for routine coordination and control. 3. Planning and goal setting, as a means of coordination for all existing organizational units.

The benefits obtained from implementing coordination in an integrated and systematic manner (Sutarto, 1998) are as follows: 1. Avoid opinions or feelings of importance from an organizational unit. 2. Avoid feelings of separation between organizations. 3. Avoid conflicts between officials or existing organizational units. 4. Avoid seizure of sites belonging to the organization. 5. Avoid mutual waiting time between organizational units. 6. Avoid overlapping work in organizational facilities with open positions. 7. There is unity of steps, actions, attitudes and mutual cooperation between administrators or existing organizational units.

### **Implementation of the Good Governance Concept**

The meaning of good or clean governance must be understood as a mechanism for managing economic and social resources, without one party dominating, between the government (state) and non-state parties (including citizens who have recognized democratic rights) (Stoker 1998; (Ganie Rochman, 2000). Therefore, non-state actors who manage economic and social resources have the power to fully participate (decision-making) in the planning, implementation, development, use, and monitoring, evaluation, or management processes (Uphoff, 1980). What needs to be considered is that in this cooperation, each celebration must always follow the policies that have been formed and agreed upon.

The above meaning leads us to the seven main requirements for a smooth "authority", according to the task (Mardiasmo, 2004) (1) Accountability; (2) Participation; (3) Fairness and "cleanliness"; (4) Transparency; (5) Responsibility; (6) Autonomy and Freedom; and (7) Efficient performance in resource allocation. In this regard, Adil Khan and Meier (in Hessel, 2003) argue that accurate governance is a way of organizing authority that allows public

services to be green, court docking machines are reliable and administration is accountable to the general public. From the definition stated earlier there are at least 2 competencies that must be possessed by using bureaucracy. First, its forms must be able to deliver public services in a beautiful and inclusive manner. This requires the capacity to understand and articulate the aspirations and desires of the people, and formulate them in guidelines and plans and enforce them. Second, it must have the competence to empower civil society with the help of social skills development.

Overall efforts are anticipated in order to realize the reliability of the Indonesian people (especially the authorized officials) in repair control, which has the following 3 qualifications: First, the characteristics of inherent loyalty, dedication and work motivation in carrying out their obligations. Second, having professional competence and ability and Third, imposing an intellectual attitude that is oriented more closely to an orderly, sincere, disciplined, efficient and selfless work ethic.

#### **4. Conclusion**

The establishment of tourist villages as an institutional innovation, basically extends tourism services to the lowest and important level of government. Controlling tourism items in tourist villages with a total community-based Tourism model, encourages the acceleration of the transformation of tourism capabilities into tourist objects and locations that attract tourists to go. The management, improvement and financing of tourist areas require the help of many stakeholders (public, private, and society) so that the procedure can run easily. However, the fulfillment of the development of this area is also closely stimulated by security conditions and political balance, the capacity to use human assets that have appropriate information in both fine phrases and amounts, the age of the budget used to expand the facilities and infrastructure of tourist places, legal policies that provide convenience, protection, transparency and comfort for traders and tourists in investing and playing tourist areas, in addition to outreach and advertising the development and use of tourist areas. The implementation of tourism improvement policies carried out at Talang Siring Beach, Pamekasan Regency is currently not well coordinated so that it hampers efforts to improve tourism and elements of tourism improvement carried out through network empowerment.



The implementation of tourism development regulations in the Talang Siring Beach Sub-district carried out using network empowerment techniques as an idea of proper Governance (Good Governance) is not very fulfilled due to the fact that the district and sub-district governments continue to run one by one due to loss of communication and coordination.

Based on the results of the identity and analysis of the problems described, we can recommend things to be considered in developing tourist areas, as follows:

- Creative and innovative control of tourism potential capabilities is a strategic step to develop and improve competitive tourism industry corporations, empower human economic systems, and improve human welfare.
- To acquire successful achievement in tourism improvement, it needs to be carried out in a coordinated and incorporated manner among all related events so that cross-sectoral integration is realized and conflicts among sectors are avoided. Enhance proper linkage of tourism interest development functions with other sectors to provide high performance value and accelerate nearby monetary growth.
- Accelerating the restoration of domestic political stability and security in order to go a long way towards removing the stigma of terrorist presence in Indonesia. This will affect the strengthening of the level of agreement in tourism in Indonesia. It is far expected to foster the elegance of tourists as well as nearby and foreign traders to go visit or make investments in the tourism sector in Indonesia.

## 5. Author's declaration

### Authors' contributions and responsibilities

Write the contribution of each author here, or mark the following column.

- The authors made substantial contributions to the conception and design of the study.
- The authors took responsibility for data analysis, interpretation and discussion of results.
- The authors read and approved the final manuscript.

### Funding

Write down the research funding, if any.

### Availability of data and materials

√ All data are available from the authors.

### Competing interests

√ The authors declare no competing interest.

### Additional information

Write additional information related to this research, if any.

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