

Government Policy, Empowerment and Community Participation in Sustainable Tourism Development in Ecotourism Mangrove Lembung Pamekasan

*Sustainable Tourism
Development*

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ABSTRACT

Sustainable tourism development has emerged as a primary emphasis in numerous development programs in Indonesia. Sustainable tourism encompasses three primary dimensions: economic, social, and environmental, engaging multiple stakeholders in the process. This study aimed to assess the impact of government policies, empowerment, and community participation on the advancement of sustainable tourism in the Lembung Pamekasan mangrove ecotourism sector. This research is a quantitative analysis. The study population comprised the community of Lembung Village, Galis, with a sample of 94 respondents obtained by purposive sampling techniques. Data analysis employed multiple linear regression utilising SPSS software. The study indicated that government policies positively and significantly influence the growth of sustainable tourism. Community empowerment exerted a good and important influence on the advancement of sustainable tourism. Community participation exerted a good and important influence on the advancement of sustainable tourism. Government policies, empowerment, and community participation concurrently exerted a favourable and significant influence on the advancement of sustainable tourism in the Lembung Pamekasan mangrove ecotourism.

Keywords: Government Policy, Community Empowerment, Community Participation, Sustainable Tourism Development, Mangrove Ecotourism

ABSTRAK

Pengembangan pariwisata berkelanjutan telah muncul sebagai penekanan utama dalam berbagai program pembangunan di Indonesia. Pariwisata berkelanjutan mencakup tiga dimensi utama: ekonomi, sosial, dan lingkungan, yang melibatkan banyak pemangku kepentingan dalam prosesnya. Studi ini dimaksudkan untuk menelaah dampak dari regulasi pemerintah, upaya pemberdayaan, serta keterlibatan warga dalam perkembangan wisata yang berkelanjutan di kawasan Ekowisata Mangrove Lembung Pamekasan. Penelitian ini menggunakan analisis kuantitatif. Populasi penelitian meliputi masyarakat Desa Lembung, Galis, Dengan menggunakan teknik purposive sampling, penelitian ini melibatkan 94 orang responden. Pengolahan data dilaksanakan menggunakan analisis regresi linier berganda melalui program SPSS, yang mengungkapkan adanya pengaruh positif dan signifikan dari kebijakan pemerintah terhadap pengembangan pariwisata berkelanjutan. Pemberdayaan masyarakat memberikan pengaruh positif dan signifikan terhadap pengembangan pariwisata berkelanjutan. Partisipasi masyarakat memberikan pengaruh positif dan signifikan terhadap pengembangan pariwisata berkelanjutan. Kebijakan pemerintah, pemberdayaan, dan partisipasi masyarakat secara bersamaan memberikan

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Kata kunci: Kebijakan Pemerintah, Pemberdayaan Masyarakat, Partisipasi Masyarakat, Pengembangan Pariwisata Berkelanjutan, Ekowisata Mangrove

INTRODUCTION

The development of tourism in Indonesia is growing rapidly along with the progress of the times and makes a significant contribution to the country's economy (Putri et al., 2022). Based on data from the Ministry of Tourism and Creative Economy, in 2023, the tourism sector contributed 4.1% of Indonesia's. Law Number 10 of 2009 concerning Tourism encourages the progress of the tourism sector by prioritizing the balance of economic benefits, environmental conservation, and the welfare of local residents (Remus et al., 2023; Hajar, 2022). The United Nations World Tourism Organization (UNWTO) highlights the detrimental impacts of tourism, such as reduced species diversity, exploitation of natural resources, and socio-economic changes in tourist areas (Kusumawardhana, 2023). Sustainable tourism development is a major focus in development initiatives in Indonesia, especially in the ecotourism sector. Ecotourism supports local economic growth and preserves nature and culture (Putri et al., 2022). Ecotourism is tourism that focuses on environmental conservation, environmental education, local community welfare, and appreciation for local culture (Murianto & Masyhudi, 2021).

Pamekasan Regency, East Java, has great potential in tourism, including natural attractions, culture, and handicrafts in various sub-districts. Mangrove Ecotourism in Lembung Village, Galis District, is a sustainable tourism destination that has been developed since 2019. The development of mangroves as strategic ecotourism on the coast can provide economic and ecological benefits without damaging the mangrove ecosystem itself (Yulianto et al., 2022). However, the development of mangrove ecotourism areas in an area faces its own challenges. This is due to the perception of the surrounding community who are less supportive of these activities, even though ecotourism is a form of tourism that includes the concepts of development, research, and education (Islam & Lutfia, 2023). For this reason, a comprehensive approach is needed which includes strategic planning, wise use of resources, impact control, institutional strengthening, and community empowerment. In the process, it is necessary to consider the impact on society, the economy, and the environment, while involving all stakeholders (Putri et al., 2022).

The government regulates the industry through ministries, institutions, regulations, and funding schemes. In developing the tourism sector, the government carries out seven main roles, namely coordinating, planning, making regulations, entrepreneurship, providing stimulus, developing social tourism, and overseeing public interests (Indrayani & Setiawina, 2018). Lembung Mangrove Ecotourism, which is identified as a tourism sector with development potential, is regulated by Pamekasan Regency Regional Regulation Number 3 of 2023 concerning the Tourism Development Master Plan. Community participation is important to advance tourism and encourage the development of this sector (Kholifah, 2014). In the concept of sustainable tourism, the community plays a role as the main driver of the regional tourism industry (Yatmaja, 2019). The participation process begins by identifying community problems and needs, followed by decision-making on alternative solutions (Wibowo & Belia, 2023). Low community participation is a major problem in the development of Lembung Mangrove Ecotourism. Therefore, it is important to actively involve the community through independent empowerment strategies and initiatives (Yatmaja, 2019; Adwi et al., 2024).

Community empowerment through sustainable tourism requires planning, good management, commitment from all parties, and an understanding of local conditions and community aspirations. Community empowerment includes economic, social, and

political dimensions. In the Lembung Mangrove Ecotourism area, steps are taken to increase local community empowerment, one of which is by forming community member groups (Kusumawardhana, 2023). The development of the Lembung mangrove area as ecotourism requires a sustainable development program that has a positive impact on the surrounding community (Remus et al., 2022). This achievement is made possible by a good management system with balanced contributions from the government, business sector, and community components (Indrayani & Setiawina, 2018).

The purpose of this study is to evaluate and study how government policies, empowerment, and community involvement affect the development of sustainable tourism in the Lembung Pamekasan Mangrove Ecotourism area. The findings of this study are expected to be a reference for policy makers and various stakeholders in preparing a more inclusive and sustainable tourism development plan.

LITERATURE REVIEW

Government efforts to develop the tourism sector fall into the category of public policy. Tourism development is considered a public policy because it is a government step to overcome various problems, especially in the economic sector. Tourism is considered a viable solution to generate new revenue streams for a country (Suharyanti & Lestari, 2020; Arevin, 2024). Tourism policy is a set of regulations, rules, guidelines, directions, and development targets and strategies that provide a framework for decision-making, both individually and collectively. This policy directly affects the development of tourism over a certain period of time and regulates operational activities at a tourist destination (Widari, 2020). Government policy indicators, according to Indrayani & Setiawina (2018), namely Tourism Stimulation, Guidance, Infrastructure Development, and Tourism Regulation. Empowerment aims to improve the quality of life and dignity of individuals who are currently in a state of powerlessness due to poverty and underdevelopment. Community-based tourism initiatives are a viable method of empowerment (Nugraha, 2021). The process of community empowerment refers to efforts to provide communities and individuals with greater control and access to participate in tourism planning and decision-making. Local communities must be empowered to assess the feasibility of tourism development and maintain control over tourism operations in their areas (Scheyvens, 1999). According to Hasdiansyah (2023), indicators of community empowerment are Economic Empowerment, Social Empowerment, and Political Empowerment.

Participation can be interpreted as a willingness to contribute to the achievement of a program according to the potential of each individual, without neglecting personal interests (Hasbi & Badollahi, 2019). Involvement, both individually and in groups, in an activity includes mental, emotional, and physical aspects to develop the capacity to achieve goals and taking responsibility for that involvement (Hutagalung, 2022; Ahasyweros et al., 2024). In the realm of development, community involvement reflects the understanding, concern, and accountability of the community towards the meaning of development which is intended to improve their quality of life (Nugraha, 2021).

The principle of sustainable tourism is rooted in the idea of sustainable development originally presented by WCED in the Brundtland document published in 1987 (Qodriyatun, 2019). Sustainable tourism focuses on utilizing the benefits of tourism growth in order to improve the standard of living of the community, especially residents living in areas around tourist destinations (Yatmaja, 2019; Hayati, 2021). Sustainable tourism development is based on three main principles: environmental conservation, social accountability to the community, and economic viability (Widari, 2020). Sustainable tourism development is characterized by meeting the needs of tourists while maintaining environmental sustainability and ensuring benefits for present and future generations. Indicators of sustainable tourism, as described by Kusumawardhana (2023), include Economic aspects, Social and cultural components, and Environmental dimensions.

- H1:** Government policy significantly has a positive effect on the development of sustainable tourism.
- H2:** Community empowerment significantly has a positive effect on the development of sustainable tourism.
- H3:** Community participation significantly has a positive effect on the development of sustainable tourism.
- H4:** Government policy, empowerment, and community participation simultaneously have a positive effect on the development of sustainable tourism.

METHODS

This study uses a quantitative approach based on the philosophy of positivism to examine a particular population or sample. Data are collected through research instruments, then analyzed quantitatively/statistically to test the hypothesis. The study population is the population of Lembung Village Hamlet, Galis, totaling 1,486 people (Pamekasan, 2024). With the Slovin algorithm, a sample of 94 respondents was determined. The purposive sampling method is used to select respondents based on certain criteria that are in accordance with the research objectives (Sugiyono, 2018). This study relies on two types of data: primary and secondary. Primary data are collected through a questionnaire using a Likert scale, while secondary data are obtained from various literature, such as journals, scientific articles, and relevant books. The data analysis method used is multiple linear regression to evaluate the effect of independent variables on the dependent variable. Data are analyzed using SPSS software version 25. Regression techniques allow researchers to understand the relationship between variables in more depth, thus supporting hypothesis testing. This approach provides a systematic and measurable framework for identifying patterns and relationships between variables in the population studied. With a combination of selective sampling methods and robust statistical analysis, this study aims to produce valid and reliable findings to answer the proposed research questions.

RESULTS

The results of the validity test are useful for determining whether the data collection instrument (questionnaire) has met the validity standards. This is done by connecting the response scores of each participant with the aggregate scores of each variable. The questionnaire is considered valid if the statement has a calculated *r* value that exceeds the corresponding value in the *r* table at a significance level of 5%. The validity test shows that all 28 statement items have met the requirements, where the calculated *r* value exceeds 0.202 according to the *r* table calculation. Thus, all statement items are considered valid.

Table 1. Reliability Test Results

Variable	Cronbach's Alpha	Coefficient	Decision
Government Policy (X1)	0.669	0.6	Reliable
Community Empowerment (X2)	0.751		Reliable
Community Participation (X3)	0.734		Reliable
Sustainable Tourism Development (Y)	0.689		Reliable

The results of the reliability test show that the variables of Government Policy, Community Empowerment, Community Participation, and Sustainable Tourism Development have reliable values, because the Cronbach's Alpha of each variable exceeds 0.6, based on the calculation of the *r* table. Thus, these variables can be used in research or hypothesis testing.

Normality testing is used to ensure that the data in the regression model is normally distributed consisting of independent and dependent variables. This test is significant because quality data is defined by a normal distribution. In this test, the methods used include Kolmogorov-Smirnov, histogram diagrams, and normality plots to assess the

normality of the data. The results of the normality test show a graphical output (Histogram) that resembles a bell shape, which indicates the formation of a normal distribution pattern. In the image (Normal Probability Plot), the points are distributed parallel to the diagonal line. Graphical analysis, including histograms and normal probability plots, has limitations and is too subjective. Therefore, statistical testing was carried out using the Normality test using the K-S method (Kolmogorov Smirnov) resulting in a significance figure of 0.169 which is greater than 0.05, indicating that the data distribution is normally distributed.

Multicollinearity testing is one of the analysis methods in regression analysis with several independent variables used to check whether there is a relationship between independent variables in a regression model. Multicollinearity testing shows that each independent variable has a Tolerance value higher than 0.10. Government Policy is 0.951, Community Empowerment is 0.999, and Community Participation is 0.950. Furthermore, the Variance Inflation Factor (VIF) for each independent variable is less than 10.0. Government Policy is 1.052, Community Empowerment is 1.001, and Community Participation is 1.053. These results indicate that there are no symptoms of multicollinearity among the independent variables. Heteroscedasticity test is conducted to see whether there is any non-uniformity of residual variance in the linear regression model. In this study, heteroscedasticity testing is conducted by applying the Glejser test. The heteroscedasticity test that has been conducted, it was found that all independent variables showed a significance value exceeding 0.05. Government Policy is 0.922, Community Empowerment is 0.847, and Community Participation is 0.306. These results indicate that there are no symptoms of heteroscedasticity among the independent variables. The test results show that the regression coefficient in the unstandardized coefficient column is consistently valued at 16.395. The regression equation can be arranged as follows:

$$Y = \alpha + \beta_1 X_1 + \beta_2 X_2 + \beta_3 X_3 + e$$

$$Y = 16.395 + 0.383 X_1 + 0.053 X_2 + 0.066 X_3 + e$$

The coefficient value of β_1 (Government Policy) obtained from this equation is 0.383. This coefficient shows a positive correlation between government policy and sustainable tourism development. This shows that if community empowerment and involvement remain constant, sustainable tourism development will increase by 0.383. The coefficient value of β_2 (Community Empowerment) in the regression equation is 0.053. This value shows a beneficial relationship between community empowerment and sustainable tourism development. This shows that if government policy and community involvement remain unchanged, sustainable tourism development will increase by 0.053.

The coefficient value of β_3 (Community Participation) in the regression equation is 0.066. This coefficient shows a positive correlation between community participation and sustainable tourism growth. This shows that if government policy and community empowerment remain constant, sustainable tourism development will increase by 0.066. The magnitude of the coefficient of determination indicates how much the model can explain the variation of the dependent variable. The contribution of the independent variable in the model indicates the level of its influence on the dependent variable, while the rest is influenced by other variables not included in the research study. The following table presents the results of the coefficient of determination test:

Table 2. Results of Determination Coefficient Test

R	R Square	Adjusted R Square	Std. Error of the Estimate
0.890 ^a	0.792	0.785	0.380

The R-Square column shows a value of 0.792 or 79.2%. Thus, 79.2% of Sustainable Tourism Development is caused by independent variables, especially Government Policy, Community Empowerment, and Community Participation, while the remaining

percentage is influenced by other factors outside the scope of this study. Hypothesis testing is categorized into two groups: individual (partial) hypotheses and simultaneous hypotheses. Individual hypotheses are tested using the T-test, while simultaneous hypotheses are evaluated using the F-test.

Table 3. Hypothesis Test Results

Model	Un-Std. Coef. B	Un-Std. Coef. Std. Error	Std. Coef. Beta	t	sig.
Constant	16.395	0.667		24.587	0.000
Government Policy (X1)	0.383	0.023	0.826	16.750	0.000
Community Empowerment (X2)	0.053	0.025	0.104	2.157	0.034
Community Participation (X3)	0.066	0.018	0.184	3.727	0.000

Partial testing (t) gets the result The hypothesis is accepted if the t calculation exceeds the t table value and the significance level is less than α 0.05. The t table value for α = 0.05 is 1.986. The calculated t value for the Government Policy variable is 16,750, exceeding 1.986, which indicates that the calculated t exceeds the t table value, with a significance value of 0.000, which is smaller than α 0.05. The Government Policy variable has a significant effect on the dependent variable, namely Sustainable Tourism Development. So, the first hypothesis H1 is accepted. The hypothesis is accepted if the t calculation exceeds the t table value and the significance level is smaller than α 0.05. The t table value for α = 0.05 is 1.986. The calculated t value for the Community Empowerment variable is 2.157, exceeding the t table value of 1.986, and the significance value is 0.034, which is smaller than α 0.05. The Community Empowerment variable has a significant effect on the dependent variable, namely Sustainable Tourism Development. The second hypothesis, H2, is accepted.

The hypothesis is accepted if the calculated t value exceeds the t table value with a significance below α 0.05. For α = 0.05, the t table value is 1.986. The t value for the Community Participation variable is 3.727, exceeding 1.986, which indicates that the t value exceeds the t table value, and the significance value is 0.000, which is smaller than α 0.05. The Community Participation variable significantly affects the dependent variable, namely Sustainable Tourism Development. So, the third hypothesis H3 is accepted. The hypothesis is accepted if the calculated f is greater than the table f and the significance value is less than α 0.05. The calculated f value of 114.186 is greater than 2.70, indicating that the calculated f is greater than the table f, with a significance value of 0.000 less than α 0.05. The variables of Government Policy, Community Empowerment, and Community Participation together have a significant influence on Sustainable Tourism Development. So that the fourth hypothesis H4 is accepted.

DISCUSSION

The study findings show that government policies have a positive and significant impact on the development of sustainable tourism. Greater government involvement is correlated with increased opportunities for ecotourism sustainability. The results of field interviews show that the government is actively involved in the development of Lembung Mangrove Ecotourism (MacKenzie & Gannon, 2019). The local government allocates funding for ecotourism development. This funding is allocated for the development of amenities in the ecotourism sector, including footpaths, gazebos, photography locations, toilets, offices, and prayer rooms. The Pamekasan Regency Government also organizes training programs, such as training in processing mangrove fruit into processed products such as syrup, coffee, tea, and others. The results of this research are in line with previous research by Indrayani & Setiawina (2018), in their research entitled "The Influence of Community Participation and Government Policy on Community Welfare through Sustainable Tourism in Nusa Penida" which shows that government policy variables have a positive and significant effect on tourism sustainability in Nusa Penida. Thus, effective

government policies will improve tourism sustainability and improve the welfare of local residents (Arindhawati & Utami, 2020).

The data analysis and community empowerment have been proven to have a positive and significant influence on sustainable tourism development. The higher level of community empowerment in the ecotourism area is correlated with the increased growth of Lembung Mangrove Ecotourism. The results of the interviews showed that local residents act as beneficiaries as well as active participants in tourism-related activities. This mangrove ecotourism creates jobs for local residents, including management positions, mangrove ecosystem management, and food sales to ecotourism guests. The involvement of organizations such as the Green Belt Forest Farmer Group (*Kelompok Tani Hutan/KTH*) contributes to community empowerment by providing training in managing processed mangrove products. With these skills, the community can manage their businesses independently and sustainably. These results support the empirical findings conducted by Santos et al. (2024) who obtained the results that community empowerment has a significant positive effect on sustainable tourism development. Local communities are given serious empowerment, they will be more supportive and participate in sustainable tourism development.

The following analysis revealed that community participation has a positive and significant impact on sustainable tourism development. Increasing community participation in ecotourism is positively correlated with the progress of Lembung Mangrove Ecotourism. Based on the interview results, community involvement during the implementation stage includes operational support for ecotourism by providing local cuisine, providing transportation to ecotourism locations, and promoting tourist attractions to visitors. Another condition is that community concern for the environment has increased significantly, as seen from the routine monthly mangrove planting activities. The local community is friendly to tourists, thus fostering a positive perception that can have a positive impact on the progress of ecotourism. The results of this study support the empirical findings of Adi & Mulyadi (2019), which show that the role of traditional villages as a form of local community involvement has a positive impact on sustainable tourism development.

This confirms that tourism management that involves the involvement of the local community as a whole is an important element in achieving sustainable tourism goals (Nursalim et al., 2024). This study confirms that the three independent variables simultaneously have a significant influence on the development of sustainable tourism in Lembung Mangrove Ecotourism. Supportive policies, when combined with community empowerment and active involvement, will produce more effective results in natural resource management and improving socio-economic welfare (Adnyana, 2020). These findings can be used as a reference and consideration for parties involved in ecotourism development regarding government policies, community empowerment, and involvement, ensuring that Lembung mangrove ecotourism develops into a tourist destination that is in demand by the wider community.

CONCLUSION

The analysis shows that government policies, community empowerment, and community involvement each have a positive and significant impact on sustainable tourism development. The variables of government policies, community empowerment, and community involvement simultaneously have a significant positive influence on sustainable tourism development in Lembung Mangrove Ecotourism. This study also presents several recommendations. The government is expected to continue to support ecotourism development by providing sustainable funding to build additional facilities in the ecotourism area. In addition, empowerment programs need to be expanded so that communities gain skills in the field of ecotourism. With adequate skills, communities can participate more actively and professionally in tourism management, creating sustainable positive impacts. To increase community participation, education needs to be carried out on the benefits of sustainable ecotourism by involving local communities.

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