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## Governments' approach on marine tourism industry policy

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### ABSTRACT

*The tourism industry needs synergies cooperation between Provincial and Regional Governments. Lampung Province, Indonesia today is focusing on the marine tourism industry as one of the welfare solutions for increasing coastal community economic growth in Pesawaran and Tanggamus. The long-term goal of the marine tourism industry policy in both Regency is community governance based on local wisdom. This paper describes the model for developing the tourism industry through a policy of cooperation between regions in Lampung Province which lead to improving people's welfare and determine the marketing side of coastal tourism. There are some concepts that we use: governments approach; policy; marine tourism and tourism industry. The method used is descriptive qualitative. Data obtained through interviews with key informants relevant to this research study. The location of this research is Lampung Provincial Government, Tanggamus Regency Government and Pesawaran Regency Government. The strategies carried out by Pesawaran and Tanggamus Regency governments are focusing on local wisdom and coordination <sup>2</sup> developing marine tourism industry. The vast array of business according to Page, Stephen J (2014) are interlinked together in the production and delivery of tourism products largely operate for profit.*

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## Introduction

The emergence of tourism as a major industry <sup>9</sup> one of the most remarkable changes that have taken place in the global economic activity. According Batta in Furqan et al (2010), Tourism is the third largest economic activity in the world (after oil and automobiles), <sup>6</sup> it is one of the fastest-growing activities. Pierre and Peters, Hajer and Wagenaar in Inbak <sup>6</sup> in and George (2014) explain "Governance" is one of the new terms in the analysis of politics and policy-making over years. It is useful for a <sup>6</sup> analysing tourism policy because firstly, governance's domain includes two important element of policy: design and implementation. Governance is in many ways about the capacity of governments to make policy (policy design) and put it into effect (implementation).

Lampung Professional Tourism Industry Forum Discussion in collaboration with Lampung Provincial Government, DPRD and stakeholders who are concerned with the development of Lampung tourism on March 17, 2018, concluded: the tourism problem in Lampung Province is not solved by itself. The government, tourism businesses, the community and stakeholders must work together in synergy, so that the tourism potential can be exploited to the maximum.

Lampung Professional Tourism Industry Forum Discussion in collaboration with Lampung Provincial Government, DPRD and stakeholders who are concerned with the development of Lampung tourism on March 17, 2018, concluded: the tourism problem in Lampung Province is not solved by itself. The government, tourism businesses, the community and stakeholders m <sup>10</sup> work together in synergy, so that the tourism potential can be exploited to the maximum. The research Ana et al (2010) states that the effective management of any tourist destination can be enhanced by following a carefully developed tourism strate <sup>10</sup> which contemplates the involvement of all stakeholders. It also demonstrates that government, the community and Stakeholders can work closely together with public tourism organizations to develop meaningful plans of action for destinations. Lampung Provincial Tourism and Creative Economy Office invites all parties to jointly develop Lampung tourism, and the Lampung Provincial Government has formed a cross-

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sectoral Coordination Team in an effort to develop Lampung tourism, namely creating zones that will become tourist attractions in collaboration with tourism businesses.

Croes (2012) Understanding the link between tourism development and human development could provide policy makers with relevant social policy. Tourism is considered as a relevant development tool in the literature. Uncovering the strength of the nexus between tourism development and human development could increase our understanding in establishing the right balance between private incomes and public provisioning of social services. Policy implication is that if expansion of opportunities influences human development independent from tourism development, then expansion of opportunities requires a government intervention. Focusing not only on tourism but also on provisioning of social services. On the other hand, if tourism is growth enhancing and growth enhancing is improving capabilities, then government intervention should mainly focus on tourism development.

Pesawaran Regency plans to manage coastal village tourism and work on the leading tourism potential of Pahawang Island, through the Tourism Office. Tourism potential in Pesawaran in general is related to ecotourism and beach tourism, as well as Tanggamus Regency leading tourist area the Kiluan Bay.

The key to all of the above problems is that tourism in Lampung Province is not finished if it runs individually, therefore the need for a synergic cooperation between the Lampung Provincial Government and the Regency / City in the context of optimizing the development of marine tourism areas in Lampung Province in this case is the Regency of Pesawaran and Tanggamus Regency, as one of the effective solutions to increase economic growth for the welfare of the local community. Egger (2016) maintain that the local level provides significant opportunities since the propensity for experimentation is greater, investments are lower, issues are less complex, and constituent stakeholders are far closer to and more invested in the activities of government. Local governments play a key role in the policy process. Large-scale changes to policy, funding, and political affiliation are ultimately felt on the local level, where citizens can discern differences in service delivery and quality of life.

The wealth of tourism potential owned by Tanggamus makes this Regency ready to compete with other regions. Tourism competition between regions is carried out so that people and other regions can recognize the diversity of tourism objects owned by Tanggamus and be able to become an alternative tour. This is in order to defuse the strategic issue of tourism competition between regions / regencies / cities in Lampung Province which tends not to lead to an increase in complementarity and enrichment of alternative tours. Even tend to walk alone.

There are many tourism Objects in Lampung Province. One of the Regencies which has the tourism destination is Tanggamus Regency. The examples of tourist destinations are: Mualang Sayang Beach, Saumil Beach, Way Gelang Beach, Batu Keramat Hill, Pihabung Beach, Pasir Putih Beach, Way Som Bath and Teluk Kiluan. The types of recreations from those destinations are; beach recreation, marine tourism, bath and nature tourism also wildlife reservation (Culture and Tourism Official of Tanggamus Regency, 2019).

Other regencies is Pesawaran Regency. It plans to manage the coastal village tourism area and work on the tourism potential of the Gulf Coast village through the Department of Tourism and Creative Economy, in an integrated and sustainable way (integrated coastal zone management). The tourism potential of Pesawaran Regency villages is generally related to ecotourism and beach tourism, and even Pesawaran Regency will be a strategic area of the tourism industry in Lampung Province. The importance of synergic cooperation between Lampung Provincial Government and other regions in the context of optimizing the development of marine tourism areas in this case is Pesawaran and Tanggamus Regencies, as one of the effective solutions to increase economic growth and welfare of local communities.

Based on the introduction, we formulate some research questions for this research: How is the model for developing the tourism industry through a policy of cooperation between regions in Lampung Province which will lead to improving people's welfare must have a central theme as something worth selling and how to determine the marketing side of the coastal area becomes more marketable? While the objectives of our research are: to describe a model for developing the tourism industry with policy cooperation among various region and determine the marketing side of coastal tourism.

We screen related theories to help us in reviewing our focuses. There are some concepts that we use: governments approach, policy, marine tourism and tourism industry.

### **Government Approach and Policy**

Provincial and regional governments are required to support and facilitate tourism and community around the destinations to maintain the corporation with other parties (Kagungan & Yulianti, 2019). These efforts will provide tourism for the needs of community on their revenue or income. There are lots of community perceptions on tourism for benefits and costs: economic to increase job opportunities; socio cultural for heritage and cultures facilities maintenances; and environmental destructions (Yu et al, 2016). This explains that tourism maintains ecological process and man-made heritage to be a sustainable tourism to ensure the economic benefits. To achieve all the tourism goals, it needs serious involvements of many parties especially the key actors in policy (governments).

While policy is regulation, law, administrative actions, procedures, voluntary services of government or other institutions. While policy decision is frequently reflected in sources allocations. While public policy is the means by which the government develops

order to maintain the needs of the citizens by actions defined in the constitution. Public policy is not a tangible thing but a term to discuss the collections of law, mandates, regulations that established with political process (Knill & Tosun, 2020). In this case sustainable tourism needs long-term tourism management actions to develop strategies from related parties, policies from government institutions on future sustainable tourism forecasting industry.

In Indonesia Regulation number 10/2009 on tourism stated that tourism sectors need to be facilitated by various parties including societies near tourism destinations together with the collaborations among government's agencies and private parties.

## Marine Tourism and Tourism Industry

Marine tourism refers to tourism activities that include: swimming, sun bathing, surfing, and other coastal recreation activities which are near to the sea involving their relative services. Marine tourism depends on the sea and marine environment. It covers activities that are taking place in the ocean, cruising, sailing, nautical sports, scuba diving, underwater fishing, wind surfing, water skiing, wildlife mammals watching, and tours to maritime parks. The infrastructures and facilities are found on the land (Tegar & Gurning, 2018).

Tourism development is a long-term result that needs sustainability in planning from many parties that may have activities and programs to create positive impact on it (Bibin et al, 2018). The planning is based on the services and resources in tourism destinations. Each tourism destinations requires management plans for further sustainability that contains objectives and financial capacity (Djunaedi, 2011). The development of the tourism is linked to the preservation of national heritage with the potential beauty. They should be managed and developed. The potential is used to attract many tourists domestically or internationally.

The method used is descriptive qualitative. Data obtained through interviews with key informants relevant to this research study. The location of this research is Lampung Provincial Government, Tanggamus Regency Government and Pesawaran Regency Government. Primary data obtained through key informants who are competent with research studies, e.g.: (i) Lampung Provincial Government cq Bappeda and Lampung Provincial Tourism Office (ii) Pesawaran Regency Regent cq Pesawaran Regency Government Bureau (iii) Pesawaran Tourism Head Office (iv) DPRD (v) Bapeda Pesawaran (vi) Tanggamus Regent cq Legal Bureau (vii) Tanggamus Head of Tourism Office (viii) Tanggamus Regency DPRD (ix) and Stakeholders.

The secondary data are documents, Act on decree, Lampung Province Coastal strategic plan, archives, photos and other documents. Data collection was carried out through interviews with key informants, FGDs, documentation studies and field observations visits.

Miles and Huberman in Sugiyono (2006) suggested that the stages of data analysis: data reduction, data presentation and verification / conclusion drawing. According to Moleong (2005), namely: the degree of trust (credibility), transferability, dependability, confirmability. The credibility checking (Moleong, 2005) conducted by triangulation, and negative case analysis techniques by collecting samples and cases that were not in accordance with the patterns and trends of information that had been collected and used as comparison material (Moleong, 2005)

## The Model for Developing Tourism Industry

According Dredge and Jenkins (2011) These ideological and public management shifts have stimulated the emergence of 'new spaces' in which tourism planning and policy development take place. The term 'new spaces' is used in a metaphoric sense to denote a range of nontraditional, and sometimes not very explicit, spaces in which discussion takes place, information is exchanged and decisions are made. These new spaces exist between public and private sectors; between levels of government; and in government corporations and statutory corporations created by government but held at arm's length from public scrutiny. Increasingly too, policy decisions and actions are taken in policy spaces other than tourism, such as urban planning. Governance can be defined as exercise of political, economic and administrative authority necessary to manage a nation's affairs. To deal with the challenges. Inherent in tourism policy there is a need to create effective governance systems and processes to define strategies and implement them to improve competitiveness and ensure the sustainable development of tourism (UNWTO, 2011).

As in research Pham (2020) The tourism industry has been given priority in the MPAs in many developing countries, because it is recognized as one of the pillars for economic growth in the region.

Lampung Province has many resources to be developed as tourist's destination that includes marine tourism. It is stated in Tourism Master Plan of this province in 2012-2031 that there are seven areas to be developed: Leading Tourism Area of Bandar Lampung; Way Kambas National Park; Leading Tourism Area of Kiluan Bay; Leading Tourism Area of Krui and Tanjung Setia; Leading Tourism Area of Krakatau Mountain and Sebesi Island; Leading Tourism Area of Bakauheni and Siger Tower and Bukit Barisan Selatan National Park. In this research, Tanggamus regency has one of the leading tourism area named Kiluan Bay where we could see dolphins for wild life reservation.

The Pesawaran Regency Government is trying to develop villages in Pesawaran become tourist destinations. The strategies are developing One Village One Destination (OVOD) program. Among 148 villages 50 already become tourist destination. Pesawaran governance strategies carried out marine tourism industry based on local wisdom, and so does the Tanggamus. The local wisdom strategies are focusing on increasing the capacity, knowledge, independence and awareness of the

community. As Eds (2013) discuss the vision for a sustainable tourism destination is a combination of a local interpretation of the general sustainability principles and the wishes, needs and values of local actors. When discussing sustainable tourism destination, ecological sustainability is usually highlighted. For example state that tourism stresses natural environment, but paradoxically also requires the protection of a healthy environment. In the government-to-government context, increasing institutional capacity at the village level especially on the leading tourist areas are the priorities. Under Tanggamus management; the leading tourist areas of Kiluan Bay done according to its priorities:

- Increased coordination and policy integration of the program among related agencies in the framework of developing the Kiluan Bay tourism area. The policy needs to be supported by establishing the Kiluan Bay tourism area as a strategic or leading tourism area in the Tanggamus Regency Spatial Planning. Strengthening Pekon or village level institutions in the framework of managing the Kiluan Bay tourism area based on local wisdom.
- Improve road infrastructure to the Kiluan Bay area and complement other infrastructure facilities in order to support the progress of the Kiluan Bay ecotourism.
- Development of community-based ecotourism with the assistance of Non-Governmental Organizations and Local Government and other stakeholders.
- The importance of improving the quality of Human Resources through the formal and nonformal education system through continuous community assistance activities in the form of socialization, training and so on)
- Strengthening village institutions based on local wisdom

In general, the tourism industry development strategy in Pesawaran Regency and Tanggamus Regency are as follows:

#### Attraction

The Pesawaran Regency Government in managing the tourism areas towards the tourism industry based on local wisdom carried out through the One Village One Destination program. The Pesawaran Regency Government is trying to develop villages in Pesawaran to use as a tourist destination. Of the 148 villages in Pesawaran now 50 villages have developed tourist destinations, then 16 villages will be selected as competitive with their superior destinations. Where in the future after the 16 major elected, from the 16 villages in the scale of events both provincial and national. OVOD program is expected to present tourist attractions according to the potential of the region. Tourism industry based on local wisdom become one of the attractions so that tourists want to visit there. In addition to attracting tourists, the attraction of a tourism destination is also needed to attract investors. A prerequisite for the successful functioning of the tourism industry is the attraction of investments, because to ensure the effectiveness of any sphere of economic activity it is necessary to have resources, while the allocation of public funds does not fully cover its maintenance and development (Kozmenko et al., 2015).

Investment attractiveness of the tourism sector is a combination of micro- and macro-level factors that help potential investors form a general idea of the region and provide an opportunity to assess its appeal. The investment attractiveness depends on the following factors: the level of socio economic, development of the research object, investment activities; the level of tourism development, particularly, the dynamics of tourist flows, provision of tourist infrastructure, the availability of investment resources and others (Kozmenko et al., 2015). Nevertheless, the local government still needs to improve supporting facilities, including the availability of shops or souvenir shops, restaurant facilities for visitors, and other supporting facilities.

Statement and Competitiveness (2010) Tourism contributes to activity in virtually every industry across the economy. The process by which the consumer (visitor) comes to the product (the destination), consumes identifiable tourism products and also incurs normal day-to-day living expenses in that destination is unique among traded goods and service markets. The wide ranging nature of the products and services consumed by tourists presents particular issues which are not common to other product markets. In addition, tourism has social effects in areas as diverse as crime, health, congestion, land and other prices, and urban amenities.

#### Accessible

Accessible tourism is a form of tourism that involves collaborative processes between stakeholders that enables people with access requirements, including mobility, vision, hearing and cognitive dimensions of access, to functions independently and with equity and dignity through the delivery of universally designed (Statement & Competitiveness, 2010) tourism product, services and environment (Buhalis & Darcy, 2012)

The strategy of the Pesawaran Regency government in fulfill the needs of tourists to get easy accessibility includes improving public transport quality since 2017-2021, developing telecommunications infrastructure (developing fiber optic networks and developing micro networks using submarine cable networks throughout 2017-2021). Pesawaran Regency Government's strategy in developing tourism is generally good (information infrastructure and telecommunications systems are available) but what needs to address are transportation infrastructure, several dirt roads that are still an obstacle, and congestion when holidays occur. Of course it is responsibility of the Pesawaran Regency government in particular, so that accessibility of tourist objects in the District of Teluk Pandan becomes better.



### Amenities

According Carlsen and Butler (2011) there are four main strategies employed by park agencies to control and manage marine tourism; these include regulatory, physical (i.e. infrastructural), educational and economic strategies. Attraction, including lodging facilities, toilet, and parking facilities. In this case the Government of Pesawaran Regency and Tanggamus Regency have carried out their duties and obligations properly, among others, numbers of lodging facilities, resting places for tourists, spacious and representative parking facilities, restaurants, and adequate toilet facilities for tourists.

### Ancillary

The management institutions that are meant here are the government, managers of attractions and investors. Based on the explanation above, the strategy of the Government of Pesawaran and Tanggamus Regency in the management of the tourism industry based on local wisdom is the establishment of Special Economic Zones, which generally aims:

- *Increase local revenue for sustainable development*
- *Structuring well-planned regional development planning*
- *Promotion of regional potential*
- *Optimizing the natural wealth of the region*
- *Increase regional economic growth*
- *Creating jobs, especially for local communities*
- *Support regional, provincial and national development*

### The Marketing side of The Coastal Area

Management of the Special Economic Zone for Tourism in each of the Regencies involves the role of investors, both private parties and other parties. The Special Economic Zone is expected to be an integrated tourism object (integrated area tourism) between natural tourism, cultural tourism to meetings, incentives, conference and exhibition (MICE) tourism.

Nel and Rogerson (2014) Argue “spatially uneven development in a globalizing world is an important phenomenon driven by its fast dynamics and its manifestation across a wide range of economic agendas and its regional challenges”. In response, as the New Regionalism approach argues, the failure to achieve regional convergence within countries and limitations on the capacity and success of nationally driven development, are encouraging an emphasis on localized solutions and spatial planning interventions uniquely targeted to address local development needs and challenges. It is argued that such interventions “offer opportunities to address the complexities of territorial planning and mobilize the strategic competitive advantages of place-based assets within a globalized economy. One intervention which is being looked at with renewed interest is that of Special Economic Zones (SEZs), which though having a mixed track record internationally are often regarded as a vehicle to potentially help catalyze development, particularly in lagging regions especially if tailored to meet local needs and utilize local resources and capacity.

Waligo, Clarke, and Hawkins (2013) the stakeholder concept which was adopted in this study recognizes stakeholders and enables organizational and destination managers in the tourism industry to understand them and their needs. Stakeholder perceptions are accepted as crucial for evaluating participatory processes and devising effective strategies for implementing ST. This stakeholder approach is therefore underpinned by three basic assumptions:

- *Stakeholders are acknowledged as a core component of the implementation of ST (stakeholder identification)*
- *Stakeholder perceptions are sought to facilitate the development of effective stakeholder involvement strategies (stakeholder engagement) and*
- *Stakeholder involvement' can facilitate the achievement of ST objectives (multi-stakeholder involvement).*

The management of the Pesawaran Regency tourism towards the independent tourism industry based on local wisdom is carried out among others through the Tourism Awareness n<sup>4</sup>ement, tourism images and products, as well as inter-sectoral cooperation and coordination. Godfrey & Clarke in Aref (2011) Tourism is undoubtedly important for local, national, and international levels. It should not form the core element of a community's economy, but is better suited to play a supplementary role to help diversify community economic activities. Tourism has become a source of income generation for many communities seeking ways to improve their livelihoods. Clearly, tourism and its impacts is a multidimensional phenomenon ecological, environmental, and political forces. Thus the participation of each element involved in efforts to develop tourism to create qua: 42 and tourism products is absolutely necessary. This is demonstrated by World Tourism Organization (2011) which argued that collaboration, partnership working and joined up thinking across the tourism sector are important. Through these networks, organizations can distribute and transfer knowledge and begin to share and act upon the knowledge for competitive advantage. If one of the tourism chains disappoints the connoisseurs of tourism, it is not impossible that it will result in damage to the image of the product or service that has been given as a whole. Some obstacle that might occurs, such as;

- *Many activities of tourists who do not take care of the environment*

- The development of the Teluk Kiluan tourist area, and the Pandan Bay tourist area and with the large number of tourists visiting, land around the tourist area becomes expensive. Many people are interested in buying the land for personal enrichment intentions.
- Community behavior in terms of cleanliness such as littering.
- Tourism development in Lampung Province does not yet have a central events theme that is worth selling and will attract the tourism.

Dilek & Dursun (2017) Previous literature has identified a lack of meaningful involvement in the tourism industry by locals can lead to unfavorable attitudes towards development. Which is an obstacle in a pursuit of sustainable tourism, as the density of tourism development increases so does the likelihood of negative attitudes towards from the local community. The most common form of involvement in the tourism industry is thorough direct employment of locals, in tourism-related business such as hotels, transport and tour operators. The others Studies have identified that if locals are not directly involved in the tourism industry especially on island The Province City for negative social impacts of Tourism increases.

## Conclusions

The strategies carried out by Pesawaran and Tanggamus Regency governments, are focusing on local wisdom and coordination in developing marine tourism industry. Jones (2014) Provision for economic activities, particularly fishing, renewable energy and tourism, was important in the eight case studies related to Marine Protected Areas. The degree to which Marine Protected Area conservation objectives were compromised to provide for blue growth priorities related to these economic sectors varied, but the maintenance or expansion of certain economic activities was an important priority in all these cases, with compromises often being aligned with blue growth. It is interesting to note that Marine Protected Areas can be considered as small-scale models of ecosystem-based marine spatial planning from which the concept of wider-scale marine spatial planning more recently evolved. Both governments build facilities and infrastructure to develop the industry. The information infrastructure and telecommunications service are available to help tourist searching for any information around tourism area. However, the main obstacle what needs addressed is transportation infrastructure. Developing sustainable transport system might help the transport network capacity and improving access to the tourism area in Pesawaran and Tanggamus Regency. Weak infrastructure development will decrease visitor arrivals on tourism area.

The vast array of business according to Page & Stephen (2014) that are interlinked together in the production and delivery of tourism products largely operate for profit. For them to achieve this profit objective, they need management to get things done. In other words, management occurs in a formal sense in organizations, and in most cases, management is about harnessing the organization's resources (especially people, as its most valuable asset) to create service, outcomes or products in line with what the tourist requires as a consumer. In practical terms tourism management involves harnessing the power over resource to bring some degree order to the tasks that must be undertaken for the organization to function and achieve its objectives. This will require a manager to link with employees to undertake managerial tasks, which comprise managerial work.

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- Regent of Pesawaran Regulation Number 25 of 2016 concerning Determination of Rural Areas Based on Maritime Tourism and Cultural Heritage in Pesawaran Regency
- Regent of Pesawaran Regulation No. 13 of 2016 concerning the Establishment of Rural Areas Based on Beach Tourism, Culinary and Creative Economy in Pesawaran Regency

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