

Sustainable Tourism Development in the Policy Network Concep in Pangandaran Regency

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Abstract

This study analyzes sustainable tourism development in Pangandaran Regency from a policy network perspective. Tourism is an important economic sector that contributes significantly to the local economy, but also presents challenges in environmental and social aspects. The growth of the tourism sector in Indonesia, especially after the pandemic, has shown a significant contribution to national GDP. However, this growth is also accompanied by challenges in various aspects such as economic, environmental, and socio-cultural. Existing regulations such as the Regulation of the Minister of Tourism and the West Java Regional Regulation have established a framework for sustainable tourism development, but still need evaluation and review, especially in Pangandaran Regency which is highly dependent on the tourism sector. This study uses a descriptive-qualitative approach to explore the roles of actors in the policy network, including the government, private sector, local communities, and non-governmental organizations. The results show that cross-sector collaboration in the policy network contributes to tourism through supportive regulations, empowerment, and environmentally-based community development strategies. However, there are still challenges in coordination and integration policies that need to be addressed to improve the effectiveness of sustainable tourism management.

Keywords: Sustainable Tourism Development, Policy Networking, tourism, Pangandaran Regency, Actor Collaboration.



A. INTRODUCTION

Tourism has become one of Indonesia's key economic sectors, contributing significantly to the global economy. The tourism industry plays an essential role in national economic growth, particularly in creating jobs and empowering local communities, especially in the accommodation, transportation, and tourism service sectors. The contribution of the tourism sector to the national economy can be measured through the Tourism Direct Gross Domestic Product (TDGDP). Indonesia has experienced a significant increase in TDGDP after the pandemic, rising from IDR 389.79 trillion in 2021 to IDR 729.14 trillion in 2022, contributing 3.72% to the national GDP. Rapid tourism growth is often accompanied by economic, environmental, and socio-cultural impacts (Filiposki et al, 2016). The economic impact can be observed through increased investment, demand for goods and services, and improved infrastructure quality, which requires stimulus from the government and stakeholders. However, regulations must be established to prevent negative impacts such as environmental degradation, waste accumulation, and rising crime rates, ensuring the tourism industry reaches its full potential. Komalasari & Herwangi (2023) argue that issues arising from tourism industry

development can be mitigated through sustainable management and planning, making sustainable tourism a critical orientation in economic development.

Referring to Indonesia's legal framework, tourism development is regulated under the Ministerial Regulation on Tourism and Creative Economy No. 9 of 2021, which provides guidelines for sustainable tourism destinations. This regulation serves as a reference for central and local governments and stakeholders in developing tourism destinations that consider environmental, social, and economic aspects. At the provincial level, West Java has enacted Regional Regulation (Perda) No. 15 of 2015 concerning the West Java Tourism Master Plan (Ripparprov), which outlines strategies for sustainable tourism development, including priority areas such as Mount Papandayan, Ranca Upas, and community-based village tourism to ensure environmental and cultural sustainability. With multiple layers of governance in sustainable tourism development, policy networks play a crucial role, especially in addressing complex policy challenges involving various actors and institutions. This concept reflects a shift from hierarchical bureaucratic approaches to collaborative structures involving the government, private sector, and civil society. According to Koliba et al. (2010), policy networks respond to the increasing need for cross-sector collaboration in addressing complex policy issues. Their research highlights the importance of actors' ability to navigate complexity within networks to produce effective policies. Pangandaran Regency is one of the regions with a competitive advantage in coastal tourism. According to the Central Bureau of Statistics (BPS) of Pangandaran Regency, the tourism sector falls under the services category, significantly contributing to the Gross Regional Domestic Product (GRDP). This sector includes accommodation services, transportation, and cultural activities closely linked to tourism. The 2019–2023 GRDP report for Pangandaran Regency indicates a consistent increase in tourism sector contributions annually, both in terms of constant prices and current prices. This suggests a rise in domestic consumption and tourism spending, with the tourism sector accounting for 11.9% of the total GRDP of Pangandaran Regency, amounting to approximately IDR 1.25 trillion in 2023. The sector includes accommodation, food and beverage, transportation, and other tourism services, which is one of the main contributors to the regional economy of Pangandaran Regency.

Given the significant role of the tourism sector in Pangandaran Regency's economy, policies must be formulated to support its development within an economic framework. Tourism policies should align with national and regional legal frameworks and adhere to sustainable tourism principles, necessitating policy networks in sustainable tourism development. Policy networks involve cross-sector actors, including the government, private sector, local communities, and NGOs. Such collaboration is essential for sustainable tourism, addressing complex issues like environmental conservation, social impact management, and economic growth. Koliba (2010) states that policy networks facilitate horizontal relationships, allowing for broader distribution of responsibilities. In sustainable tourism, policy networks also help integrate various interests and resources for better planning, enabling actor

coordination, regulatory alignment, and effective resource utilization (Klijn, 1995). This is crucial for designing environmentally friendly and inclusive tourism destinations.

This study aims to comprehensively examine the effectiveness of the policy network mechanism in the sustainable tourism development of Pangandaran Regency by identifying key stakeholders, analyzing their roles and interactions, assessing the level of collaboration and coordination among them, and evaluating the extent to which the policy network contributes to achieving environmental, economic, and socio-cultural sustainability goals in the region.

The growing popularity of sustainability concepts in development, emphasizing environmental, economic, and societal aspects, is inseparable from the tourism industry. Sustainable Tourism Development (STD) is measured by four elements: environment, economy, planning management, and socio-cultural factors. In the STD process, various stakeholders, including policymakers, interest groups, and local communities, must be involved. Therefore, policy networking is essential in its implementation. The alignment between these groups must be regulated at local, regional, and national levels.

Tourism policy formulation in Pangandaran Regency is vital for creating a well-regulated tourism sector, involving various actors working in parallel while upholding sustainability principles. To address these challenges, the government, local communities, activist groups, and private sector stakeholders must drive economic growth while considering environmental, socio-cultural, and stakeholder interests at all levels, from central to local governments, as well as NGOs and local communities.

B. LITERATURE REVIEW

1. Sustainable Tourism Development

Sustainable tourism development first gained serious attention following the Brundtland Report in 1987, which emphasized the need to meet present demands without compromising the ability of future generations to meet their own needs. In the context of tourism, this concept is applied by balancing ecological, social, and economic sustainability. Today, sustainable tourism can be defined as the development of the tourism sector by integrating economic, social, cultural, and environmental aspects to ensure long-term sustainability for local communities and ecosystems. Gabdrakhmanov states that sustainable tourism not only supports economic growth but also protects natural and cultural resources for future generations. While the tourism sector is expanding rapidly, it also has negative environmental and social impacts. The goal of sustainable tourism is to balance economic, social, and environmental interests when developing tourism destinations (Streimikiene, 2021).

Štreimikienė highlights that sustainable tourism must consider ecological sustainability, such as environmental conservation and the reduction of negative tourism impacts. Social sustainability involves strengthening local communities by

actively engaging them in decision-making and tourism management. Economic sustainability, on the other hand, entails job creation, investment promotion, and fair distribution of economic benefits within local communities (Štreimikienė et al., 2020). Therefore, balancing these aspects is crucial to maximizing economic potential without harming environmental and socio-cultural conditions.

2. Policy Networking

Policy networking refers to the structure of relationships among actors, both from the public and private sectors, who collaborate to design, implement, and evaluate public policies. This concept emerged as a response to increasing policy complexity and the need for cross-sector collaboration. Schneider defines policy networks as a configuration of actors that are relatively autonomous yet interdependent in the formulation and implementation of policies. These networks replace traditional hierarchical models with a more horizontal and collaborative approach. Cross-sector involvement in policy design is expected to enhance efficiency by optimizing stakeholder resources. Researchers also argue that policy networks can reduce transaction costs in decision-making by fostering quicker consensus among stakeholders.

The involvement of cross-sector actors in policy formulation should include the government, private sector, and civil society. Structures and functions must be designed to mobilize resources, address cross-sectoral issues, and navigate power relations that influence decision-making. Ilhami also emphasizes that policy networks play a crucial role in creating inclusive and responsive public policies. By engaging multiple actors, policy networks can enhance policy legitimacy, broaden consensus, and produce more evidence-based decisions. This actor collaboration helps address complex issues with more holistic solutions (Ilhami, 2023).

Sustainable tourism development in Pangandaran Regency has attracted the attention of academics, government, and local communities alike. Previous studies have examined various aspects, including policy, policy network governance, community participation, infrastructure, and environmental conservation.

First, Anwar & Sujai (2020) emphasize the importance of the Village Information System (SID) in promoting public information transparency in Pangandaran. Their study identifies implementation challenges and provides recommendations for further development. In the context of policy governance, Ansell & Gash (2021) and Agranoff & McGuire (2021) highlight the role of network governance and collaborative governance in enhancing the effectiveness of public policy implementation, including in the tourism sector.

From the perspective of community participation, Pangestika (2021) found that active involvement of local residents is key to applying the concept of sustainable tourism in Pulesari Tourism Village. This finding is reinforced by Sari (2023), who shows that village partnerships can accelerate tourism-based economic development, as well as Krisnasari (2022), who stresses the importance of the Community-Based Tourism model as a strategy to improve local community

welfare.

Local wisdom also plays a crucial role. Unggas et al. (2024) reveal the significance of cultural values in Kuwum Village in preserving sustainable tourism, while Hambali (2020) underscores the contribution of social capital in Pangandaran's coastal communities to supporting community well-being. In addition, Sugiana et al. (2022) highlight the need for diffusing the geotourism concept to ensure the sustainable management of geoparks.

From a regulatory standpoint, Hartono et al. (2020) emphasize the necessity of regulatory harmonization and the application of sustainability principles in the management of the Pangandaran karst area. Wahyuni et al. (2022) investigate the phenomenon of overtourism in Pangandaran's marine tourism destinations, while Agustian et al. (2023) identify ecosystem services in KEE Cukang Taneuh as the basis for sustainable management.

Infrastructure aspects have also been widely examined. Adam et al. (2024) propose the design of safe, connected, and inclusive pedestrian paths to improve tourist accessibility, including for persons with disabilities. Putra et al. (2023) highlight the potential of Kertayasa Village as a model for sustainable tourism.

Studies on destination life cycles and development strategies have also been conducted. Juhara & Marsoyo (2023) map out four stages of the tourism area life cycle in Pangandaran, while Al Asy'ary & Sundari (2022) emphasize the importance of community empowerment and clear target setting in managing protected forest tourism areas. Anggriawan (2023) and Himayah et al. (2023) provide analyses of tourism potential, distribution of tourist sites, and implications for regional development planning.

In the context of cross-actor collaboration, Putra et al. (2022), in their study in Bengkalis, demonstrate that the principles of engagement, shared motivation, and the capacity for collective action are prerequisites for successful collaborative governance in tourism development.

Overall, the literature indicates that sustainable tourism development in Pangandaran relies not only on natural potential but also on the synergy between policy governance, community participation, environmental conservation, inclusive infrastructure, and local wisdom. However, there remains a research gap, particularly in measuring the effectiveness of policy networks specifically within the context of Pangandaran, which could be the focus of future studies.

C. METHOD

This study employs a descriptive-qualitative research design. The research is structured using an analytical descriptive method to describe ongoing conditions or situations, aiming to provide a research object capable of exploring ideal aspects. The research focuses on the collaboration between the government, private sector, and local communities in formulating sustainable tourism development policies in Pangandaran Regency. The data sources for this research are secondary data obtained through library research, including books, journals, theses, official

documents, and media platforms related to sustainable tourism policies. Given the current situation, the researcher seeks to gather facts from various secondary data sources, which are then analyzed and correlated with the theoretical framework to comprehensively describe the collaboration among state components such as government, private sector, and local communities in contributing to sustainable tourism policy development in Pangandaran Regency.

The analysis focuses on the relationship between sustainable tourism development variables, particularly the cooperation between the government, private sector, and local communities as dependent variables. The expected output of this research includes collaborative measures undertaken by the government, private sector, and local communities in sustainable tourism development through various issued policies. The data analysis process involves collecting literature sources, studying, reviewing, comparing multiple references, and strengthening literature collection through periodic research team discussions. These steps are expected to address various challenges related to sustainable tourism in Indonesia. The final stage of this research involves drawing conclusions based on the problems addressed through the descriptive research proposal.

D. RESULTS AND DISCUSSION

1. Implementation of Policy Networks in Sustainable Tourism Development

Policy implementation refers to the execution of government policies aimed at solving problems. These policies must be codified into legally binding regulations applicable to all citizens (Ramdhani, 2017). According to T.B. Smith, policies must be implemented effectively to achieve the intended outcomes (Nakamura, 1980). Policy implementation requires human resources, funding, and organizational capacity, which can be facilitated by both government and private sector actors (M.S., 2010).

Following this, Wahab (2008) states that policy implementation can be evaluated through three perspectives: policymakers, field implementers, and target groups. From the policymakers' perspective, the key questions are "to what extent has the policy been achieved and what are the reasons for its success or failure?" Field implementers and institutions responsible for execution assess "what actions have been taken to ensure policy success?" Meanwhile, the target group perspective examines "whether policy implementation has had a tangible impact on their lives, such as improving their well-being."

Pangandaran Regency is geographically positioned between 108°30'E and 108°40'E longitude and 7°40'20"S to 7°50'20"S latitude. It shares borders with several regions, including Ciamis Regency, Cilacap Regency in Central Java Province, the Indian Ocean, and Tasikmalaya Regency. Pangandaran Regency covers an area of 101,104 km², or approximately 39,036 km², with an elevation ranging from 0 to 2,000 meters above sea level, featuring flat, hilly, and mountainous terrains. The region is traversed by three major watersheds: Ci Tanduy, Ci Julang, and Ci Medang.

Given its geographical advantages, sustainable tourism development in Pangandaran Regency highlights the critical role of policy networks in addressing

complex sectoral challenges. The local government has made efforts to enhance the region's tourism competitiveness while preserving its socio-cultural and environmental aspects through collaboration between the local government, private sector, local communities, and non-governmental organizations.

The policy network approach in Pangandaran signifies a shift from a hierarchical bureaucratic model to a more collaborative governance structure. Several essential components demonstrate the effectiveness of the policy network:

- a. **Multi-Actor Collaboration:** The local government acts as the central coordinator, integrating tourism development programs with private enterprises and local communities. Tourism businesses, such as hotels and restaurants, contribute to sustainable tourism by adopting eco-friendly practices.
- b. **Local Community Participation:** Local communities should be actively engaged in tourism destination management through training programs and empowerment initiatives to promote community-based tourism enterprises.
- c. **Regulatory Support:** Policies aligned with Ministerial Regulation No. 9 of 2021 and West Java Regional Regulation No. 15 of 2015 provide a strong legal foundation for sustainable tourism development in Pangandaran.

Through these collaborative efforts, sustainable tourism development has progressed in Pangandaran Regency. However, challenges remain in harmonizing diverse stakeholder interests, such as limited inter-stakeholder communication and inadequate integration of cross-sectoral programs.

2. Synergy Among Actors in Tourism Development

Tourism development has become one of the most frequently implemented programs in various regions of Indonesia. The expansion of the tourism sector in Pangandaran Regency positively impacts the surrounding areas, necessitating the involvement of all policymakers at both national and regional levels, as well as private sector engagement, to enhance tourism value. Actor synergy is crucial for advancing sustainable tourism. Several forms of synergy observed in Pangandaran Regency's policy networks include:

- a. **Government and Businesses:** Local governments provide incentives for businesses adopting eco-friendly practices, such as using renewable energy in tourism sites.
- b. **Government and Local Communities:** Training and mentoring programs for local communities encourage participation in community-based tourism enterprises.
- c. **Collaboration with NGOs:** Non-governmental organizations raise public awareness regarding environmental conservation in tourism areas.

Despite these synergies, challenges persist, including limited funding and human resources, which may hinder sustainable tourism programs.

E. CONCLUSION

This study aims to evaluate the effectiveness of policy networks in fostering sustainable tourism development in Pangandaran Regency. As one of Indonesia's key economic drivers, the tourism sector holds significant potential for post-pandemic recovery, while also presenting complex economic, environmental, and socio-cultural challenges. Achieving inclusive and sustainable local economic growth requires strong synergy among stakeholders, including government, the private sector, local communities, and non-governmental organizations.

Employing a descriptive-qualitative approach and utilizing secondary data through literature review, this research explores the dynamics and effectiveness of policy networks in the context of sustainable tourism governance. The findings underscore the pivotal role of stakeholder collaboration, as highlighted by previous studies (Hakim, 2024; Herwang, 2023; Ilhami, 2023; Rahma Aprilia Kumaji, 2021; Rifki Rahmanda Putra, 2021; 2023), which consistently point to the need for cohesive and well-coordinated partnerships across sectors.

This study concludes that strengthening policy coordination mechanisms and enhancing multi-sectoral collaboration are essential to ensure effective, inclusive, and sustainable tourism governance in Pangandaran Regency. Furthermore, the research provides practical policy recommendations to improve stakeholder engagement, optimize resource utilization, and maintain the balance between tourism growth and environmental conservation.

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