

## The Governance of Island Tourism Management Strategies and Sustainable Development Plans, Sumenep, Madura

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### **Abstract:**

This research delves into the intricate realm of island tourism governance, focusing on the Sumenep region of Madura, East Java, and its strategies for sustainable development. Utilizing an in-depth interview methodology, coupled with insights from tourism communication theory, the study aims to unravel the multifaceted dynamics that underpin the management of tourism on islands. Through interviews with key stakeholders such as government officials, community leaders, and industry representatives, this investigation sheds light on the governance structures, policies, and communication strategies that influence tourism management in the region. By synthesizing the perspectives and experiences of these stakeholders, the research endeavors to uncover the challenges, opportunities, and effective practices for sustainable island tourism development in Sumenep. Ultimately, this study not only enriches our understanding of tourism governance complexities but also offers actionable insights for policymakers, communities, and industry players to promote the sustainable growth of tourism in island destinations.

**Keywords :** Tourism Management; Sustainable Development; Sumenep Madura

### **INTRODUCTION**

Sumenep Regency on Madura Island in Indonesia is recognized for its diverse tourism offerings, including historical, natural, cultural, and religious attractions. There have been significant efforts to enhance the tourism infrastructure to make Sumenep a premier destination and improve the local economy (Turisno et al., 2023). Sumenep stands out in the Madura Island region for its unique appeal, with its pristine seascapes and coral reefs drawing visitors seeking natural beauty and tranquility (Irawan et al., 2023; Supriono, 2019). The regency is also celebrated for its cultural heritage, notably the Sumenep Palace, which attracts those interested in the region's historical and cultural richness (Logos, 2019). Sumenep offers a blend of tradition and modernity, providing tourists with a comprehensive and engaging experience (Jauhari et al., 2022; Mayvani et al., 2022).

To effectively develop tourism in the Sumenep region of Madura, a robust governance strategy is essential. The unique socio-economic and ecological characteristics of the islands necessitate tailored management approaches to leverage their tourism potential sustainably. Emphasizing the significance of sustainable tourism, (Partelow & Nelson, 2020) point out the crucial roles of governance, social networks, and collective action in fostering practices that support environmental conservation, cultural preservation, and local economic development. The literature also highlights a gap in understanding how governance and community involvement in island tourism can be harmonized with sustainable development goals. This underscores the need for further research into the dynamics of governance structures, community engagement, and collaborative strategies to effectively promote sustainable tourism in island settings like Sumenep (Partelow & Nelson, 2020).

The research identifies a significant gap in studies that integrate governance, tourism management strategies, and sustainable development tailored to the unique socio-economic and ecological contexts of island regions like Sumenep. Effective governance and sustainable tourism practices are crucial for the survival and prosperity of such destinations. The literature underscores the importance of a holistic approach to address the complexities of governance and sustainable development in archipelagic environments (Connell, 2018; Nižić et al., 2010; Roscher et al., 2023; Sivesan, 2019). The Sumenep region presents a critical need for detailed examination of governance structures and tourism management practices that balance economic development with environmental conservation, considering the diverse local dynamics (Dagold & Stimers, 2024; Hopwood et al., 2005). Moreover, governance is key to driving sustainable development, with effective frameworks influencing policy implementation and the success of sustainable initiatives, emphasizing a transparent and inclusive decision-making process (Fischer-Preßler et al., 2023; Kemp et al., 2005). Additionally, the adoption of environmental management systems in island destinations is highlighted as a strategic approach to enhance environmental practices and competitive advantage in tourism (Xu et al., 2020).

Integrating sustainability into tourism development plans can mitigate environmental impacts and meet the demand for responsible travel. Xu et al. (2020) highlight that sustainable practices not only benefit the environment but also enhance the economic well-being of island communities, making them attractive to eco-conscious tourists. Additionally, leveraging smart tourism technologies can optimize management strategies by efficiently managing resources and improving visitor experiences, thus balancing economic benefits with conservation (Fatina et al., 2023; Mai & Smith, 2015; Xu et al., 2020).

Systems thinking is essential for addressing sustainability in tourism, with scholars like (Nesticò & Maselli, 2020) highlighting the need to understand systemic structures that impact tourism development. Long et al. (2020) suggest using sustainability indicators to evaluate economic effects, while Deng (2019) recommends using tools such as the ecological footprint and human development index for a comprehensive understanding of sustainable practices (Deng, 2019; Long et al., 2020). In Sumenep, innovation is crucial for sustainable tourism, supported by government initiatives and the use of spatial analysis to decipher tourism patterns and aid in policy-making (Handayani et al., 2021; Jauhari et al., 2022; Yuda & Sulistiyo, 2022). A multidisciplinary approach that includes responsible marketing and culturally sensitive practices is vital. Sustainable tourism is aimed at economic growth, conservation of natural and cultural heritage, and empowering local communities. Effective governance and collaboration among stakeholders are necessary to support the long-term health of both the environment and society, demanding an integrated approach to governance, management strategies, and sustainable development for the complexities of island tourism in Sumenep and beyond.

Tourism management strategy is a comprehensive approach involving various stakeholders and strategies to ensure the sustainable development of tourism destinations. Sustainable tourism development integrates economic, social, and environmental aspects to promote responsible tourism practices (Rifin et al., 2020). The Pentahelix model, which includes government, academia, industry, media, and society, is crucial for driving sustainable tourism development (Chamidah et al., 2020).

In the context of sustainable tourism development, stakeholder collaboration is vital for ecotourism development, ensuring active involvement of local communities in decision-making processes (Halim et al., 2023). The Pentahelix model encourages collaboration in tourism development, such as halal tourism, to support sustainable regional economic growth (Manunggal et al., 2022). This model underscores the significance of partnerships and participation of development actors in resource management (Rifin et al., 2020).

Through community-based tourism, the Pentahelix model facilitates tourism village development by promoting community participation in decision-making and benefit-sharing, emphasizing equality in planning, decision-making, and benefit distribution among community members (Yasdin et al., 2023). Additionally, the model promotes the development of social capital, crucial for successful tourism destination governance (Prakasa et al., 2022).

Moreover, the Pentahelix model synergizes the efforts of government, academia, media, business, and society to develop sustainable tourism villages, focusing on environmental protection, community engagement, and long-term productivity (Chamidah et al., 2020). This collaborative approach ensures that tourism development preserves biodiversity, engages the public, and sustains productivity for future generations (Chamidah et al., 2020).

In summary, the Pentahelix model serves as a strategic framework for sustainable tourism development, emphasizing collaboration among key stakeholders to drive economic growth, preserve the environment, and benefit local communities. By integrating government, academia, industry, media, and society, the Pentahelix model promotes responsible tourism practices and ensures the long-term sustainability of tourism destinations.

## METHOD

The study utilizes qualitative research methods to deeply explore and understand the complexities of its subject. It combines various sources, such as interviews, manuscripts, and official documents, to gather rich and detailed insights, aiming for a comprehensive understanding of the topic. The approach is cyclic rather than linear, emphasizing the dynamic interaction between data collection and analysis, with the researcher playing a crucial role in interpreting findings. Methods like participatory observation and in-depth interviews help delve into human behaviors and social dynamics, fostering a nuanced understanding of the studied phenomena (Batubara, 2017; Indriastuti et al., 2020).

### 1. Indepth Interview

The study employs in-depth interview techniques to gather detailed qualitative data from participants, focusing on their subjective experiences and perceptions. This method facilitates a deep exploration of individual perspectives, allowing participants to express their thoughts and feelings freely, beyond the constraints of structured surveys. The engaging and open nature of these discussions helps researchers gain a comprehensive understanding of the complexities and intricacies of the subject matter. In-depth interviews are structured similarly to casual conversations but are meticulously designed to elicit rich narratives, with a focus on open-ended questions and building trusting relationships to enhance the quality of data. This approach is instrumental in capturing the diverse experiences and insights within a population,

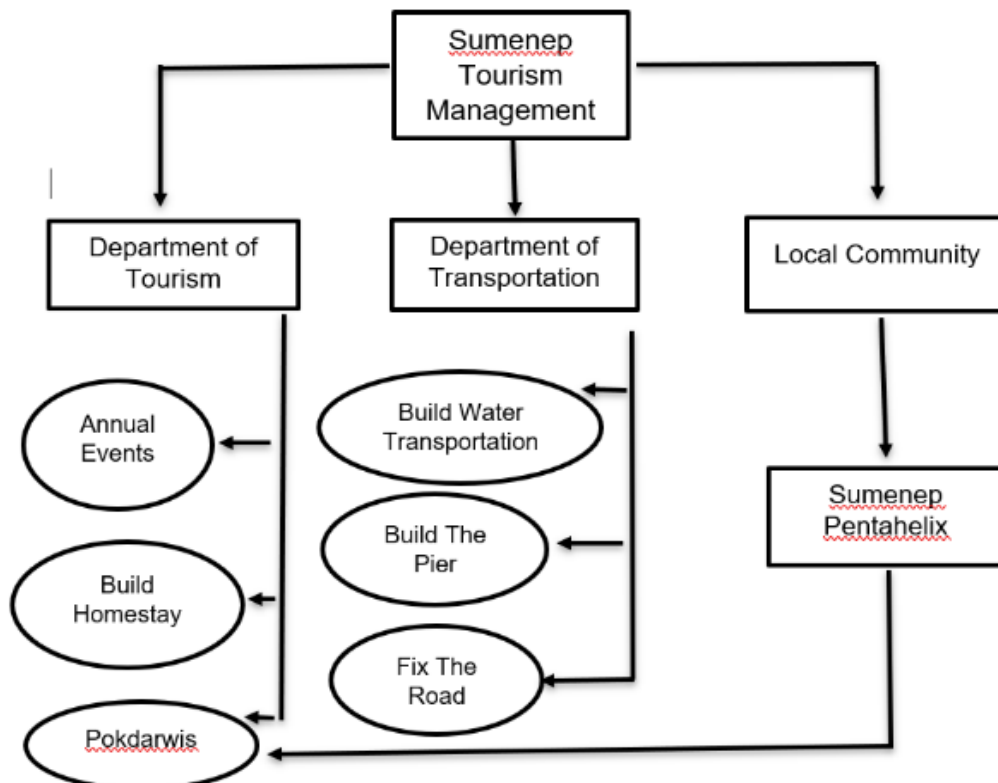
significantly contributing to understanding the inherent complexities of the human condition (Rutledge & Hogg, 2020).

## 2. Data Collection Techniques

Data collection is fundamental to research, critically influencing its success and outcomes. Effective data collection, which includes gathering textual, visual, and observational data, tests the efficacy of a research project. Common techniques used include interviews and various forms of documentation, supported by tools like cameras, voice recorders, and videotapes to capture detailed aspects of the studied phenomena. The initial phase of research typically focuses on this qualitative data collection, setting the foundation for all subsequent analysis and interpretation. The quality and completeness of the data gathered are vital as they significantly impact the research's validity and reliability (Bungin, 2001).

## 3. Data Validity

The study employs Data Source Triangulation, combining multiple methodologies and sources to enrich the data collection process and enhance understanding of the subject. This approach allows for a multifaceted examination of data reliability and validity, assessing the consistency and strength of findings, and thereby increasing the research's credibility. Triangulation is used not just to uncover definitive truths, but to deepen understanding and ensure the completeness of the research. It involves cross-verifying data from different sources and methods to achieve a comprehensive and reliable dataset. The research utilizes data from key figures in both the Tourism and Transportation Offices in the Sumenep region, Madura, highlighting their roles in advancing tourism and improving infrastructure to foster tourism growth (Abdussamad, 2021).



## RESULTS AND DISCUSSION

During the interview with representatives from the Tourism and Transportation Office about tourism development in the Giliyang Sumenep area, Madura, East Java, the discussion was structured into three sessions. The first session focused on building relationships with the Tourism Office and sharing updates on initiatives aimed at promoting tourism. Key efforts included the formation of Tourism Awareness Groups (Pokdarwis) and Joint Village-Owned Enterprises (Budesma), with strong collaborative support from the local Regent. This partnership has been pivotal in securing grant funds used for constructing Guest Houses, highlighting a coordinated approach to enhancing tourism infrastructure and fostering socio-economic development in Giliyang.

In the interview, the Tourism Office highlighted Oxygen Village in Giliyang as a prime attraction, noted for having some of the highest oxygen levels globally, ranking just behind Jordan. This unique feature has made the village especially appealing to both locals and tourists, promoting its pristine air quality and associated health benefits. To capitalize on this, the Tourism Office, in collaboration with the local government, has developed promotional strategies to showcase this "hidden gem." One such initiative was organizing a Fun Bike event, aimed not only at highlighting the village's natural beauty and unique attributes but also at drawing adventure seekers and enhancing the village's visibility. This event is part of broader efforts to position Oxygen Village as a sustainable, health-oriented tourist destination, with the goal of making it a top choice for visitors seeking a refreshing natural retreat.

Although there are many attractions and joint efforts to develop the potential of this village, there are still many challenges faced. One pressing issue is around waste management, which requires visitors and locals to adopt responsible disposal practices. The Tourism Office identified this as an important obstacle and stressed the importance of raising awareness. Failure to address these concerns could lead to damage to Giliyang's scenic spots, and potentially deter tourists from visiting. Efforts to develop the village's tourism potential have been made, but the challenges that still exist make progress difficult. These challenges include the importance of effective waste management, which is the responsibility of all stakeholders. The Tourism Office underlined the importance of proper waste disposal, given its direct impact on the attractiveness of Giliyang tourist destinations. Without concerted action to address these issues, the village's attractiveness will diminish, hampering its potential for sustainable tourism growth.

The Tourism Office faces significant challenges due to the remote location of Sumenep in the Madura Islands, which includes considerable distances between islands. To address these logistical challenges, the Department of Tourism has partnered with local authorities to improve water transport options, particularly focusing on the use of Seaplane aircraft to enhance accessibility. This improved connectivity allows tourists to comfortably explore the region and its neighboring islands, such as Karamian, Masalembu, and Masakambing. Notably, Masakambing Island is distinguished by its biodiversity and conservation efforts, home to rare and protected species like the Yellow-crested Cockatoo, enhancing its appeal as a destination and symbolizing the region's dedication to environmental conservation. In subsequent discussions, the Tourism Office and the East Java Tourism and Tourism Office talked about the Dewi Cemara initiative, which is still in the planning stages without a set deadline. The focus remains on marketing and educational initiatives to

promote the less-known Giliyang Sumenep area. Given the area's remoteness and obscurity, promoting it poses a considerable challenge, addressed through efforts like establishing homestays to attract more visitors.

The Tourism Office is actively engaging local communities in Sumenep, particularly through pokdarwis groups, to help them adapt to tourism. This includes collaboration with various agencies to organize annual events, enhance disaster preparedness, and improve tourism infrastructure, reflecting a comprehensive approach to boost tourism and promote sustainable growth in the Giliyang Sumenep region.

In the third interview session with the Department of Transportation, it was disclosed that they are collaborating with PJUTS and the local government to enhance tourism, partly through the implementation of solar electricity systems due to the area's limited electricity availability. Contrary to earlier assertions by the Tourism Agency about the existence of the Seaplane facility, the Department of Transportation indicated that such facilities are absent in Giliyang. They also pointed out overall infrastructure inadequacies, attributed to budget constraints, and noted that despite trials in 2018, there has been no further development of the Seaplane project.



**Picture 1** : The remains of the pier that have disappeared

The Department of Transportation recommends focusing on Giligenting over Giliyang, highlighting its superior facilities and infrastructure. They emphasize the need to improve the quality of accommodations in Giligenting, noting that the homestays there are more livable compared to those in Giliyang, which are akin to simple gazebos. This recommendation is driven by the desire to provide tourists with a more comfortable and enjoyable experience. Additionally, Giligenting boasts attractions deemed more appealing by the Department, such as Beach 9, which offers a unique and memorable experience for visitors. This preference underscores the department's commitment to guiding tourists towards destinations with better facilities and attractions to enhance their overall travel experience.



**Picture 2 :** Homestay which turns out to be more like gazebos

The Department of Transportation outlined significant infrastructure challenges in Giliyang, including limited road access, the absence of an essential pier for sea transportation, and difficulties in transportation management due to its remote location. Concerns were raised about the vulnerability of the newly built pier to large waves, further complicating accessibility. In contrast, Giligenting boasts well-developed infrastructure, reliable electricity, strong tourist facilities, and a welcoming local community. The department sees Giligenting as a promising alternative to well-known tourist destinations like Bali and Lombok, given its superior infrastructure and potential to offer diverse and accessible travel experiences.



**Picture 3 :** The road is difficult for motorized vehicles to pass

Local residents in Sumenep, Madura, have experienced tangible economic benefits from the burgeoning tourism industry, particularly through increased income for small and medium-sized enterprises (MSMEs). Businesses like food vendors, souvenir shops, and transportation services have seen notable upticks in earnings, along with accommodations managers and tourist agents handling increased inquiries and bookings. However, there appears to be limited active involvement from residents in tourism planning and management, despite potential benefits. Nevertheless, communities have shown resourcefulness by engaging in various entrepreneurial endeavors, such as offering authentic culinary experiences, managing essential infrastructure like parking lots, facilitating tourism, and providing transportation services. Despite limited official involvement, residents' entrepreneurial activities significantly contribute to shaping the visitor experience and sustaining the tourism industry within their communities.

Eko Rubi Subekti, ST., MM., emphasizes the critical need for collaboration among academia, businesses, communities, government, and media, known as the Sumenep Pentahelix, for holistic development. He introduces the Meeting, Incentive, Convention, and Exhibition (MICE) initiative as a catalyst for tourism development in Sumenep Regency. Highlighting Indonesia's tourism landscape, he notes the significant potential of MICE, with attendees spending an average of \$210 per day, contributing to the local economy. The symbiotic relationship between Sumenep Pentahelix and MICE is expected to drive sustainable growth in the tourism sector, positioning Sumenep as a vibrant destination for both domestic and international visitors through collaboration and innovation.

The following are the results of the analysis from the research conducted on Business and Management, Tourism Management, and Development Strategies focusing on Conflict Management Analysis. The conflict between the Tourism Agency and the Transport Agency in Giliyang can be addressed through effective conflict management techniques. Utilizing the collaborative approach of the Pentahelix model, which involves government, academia, industry, media, and society, can help resolve these differences. Techniques such as mediation and negotiation can facilitate dialogue and mutual understanding. Establishing a joint task force with representatives from both agencies and other stakeholders can promote open communication and collaborative problem-solving. Regular meetings and the creation of a shared vision for tourism development can help bridge gaps and formulate a unified strategy.

To address infrastructure challenges and improve tourism readiness in Giliyang, the local government can implement several strategies. These include engaging in Public-Private Partnerships (PPPs) to involve private investors in the development and maintenance of essential infrastructure such as roads, piers, and accommodations. Additionally, fostering community involvement through Tourism Awareness Groups (Pokdarwis) and Joint Village-Owned Enterprises (Budesma) can enhance local participation. Furthermore, adopting sustainable waste management practices and promoting eco-friendly tourism initiatives are crucial for ensuring long-term sustainability.

One example of the case is Bali which successfully improved its tourism infrastructure through community-based tourism and PPPs. The Bali Tourism Board worked closely with local communities and private investors to develop sustainable tourism facilities, emphasizing the importance of collaboration between various stakeholders.

When discussing Accounting and Financial Management within the context of Tourism Development, key aspects include Financial Transparency and Accountability. The transparent and accountable use of public funds plays a vital role in fostering tourism growth. Precise financial reporting facilitates informed decision-making by offering transparent views of fund distribution and expenditure. A clear financial framework enables the identification of areas necessitating additional investment, thereby ensuring funds are utilized effectively to improve tourism infrastructure and services. Notably, organizations like the Bali Tourism Board exemplify transparent financial practices through regular publication of financial reports and participation in public audits, bolstering trust and accountability.

Evaluating the cost-effectiveness of tourism development initiatives in Giliyang and Giligenting entails comparing the potential gains in economic terms with the associated expenses. Important aspects to examine include: Expenses such as



infrastructure enhancement, environmental protection measures, promotional activities, and ongoing operational costs. Potential gains encompass boosted tourist numbers, increased income for local businesses, employment opportunities, and overall enhancement of the local economy.

For example, investing in eco-friendly accommodations and promoting Giliyang's high oxygen levels can attract health-conscious tourists, boosting local revenue. A case study from the Maldives, which focused on sustainable tourism development, showed significant economic gains through eco-resorts and community involvement.

In the domain of Tourism Marketing and Destination Branding, integrated marketing strategies are indispensable, particularly for promoting Giliyang effectively. Engaging all stakeholders within the Pentahelix model, such strategies are pivotal for enhancing Giliyang's visibility and appeal. This entails government initiatives in formulating policies and funding tourism infrastructure, academia's contributions through research and sustainable tourism training, industry investments in tourism facilities and services, media's dissemination of Giliyang's attractions across various channels, and society's involvement in community-based tourism endeavors. Furthermore, leveraging digital marketing tools, such as social media platforms, SEO techniques, and influencer partnerships, can significantly augment Giliyang's allure, showcasing its unique features like pristine beaches, cultural heritage, and exceptional oxygen levels. Collaborating with travel influencers and deploying targeted social media campaigns akin to the successful "Wonderful Indonesia" initiative can broaden Giliyang's reach and entice more visitors to explore its wonders.

In the domain of Human Resources, particularly within the tourism sector, effective Human Resource Management plays a crucial role. Investing in the training and development of local residents is essential for enhancing the quality of tourism services in destinations like Giliyang and Giligenting. Such programs should prioritize areas such as customer service, sustainable practices, and language skills. For instance, providing instruction in hospitality and customer interaction can greatly improve tourist experiences, while educating locals on eco-friendly practices ensures the long-term sustainability of tourism development. Moreover, offering language courses enables locals to communicate effectively with international tourists, enhancing overall visitor satisfaction. A compelling case study from Thailand exemplifies the positive outcomes of comprehensive training programs, which have significantly elevated the quality of tourism services and contributed to the country's appeal as a premier tourist destination.

Employee welfare holds paramount importance within the tourism sector, with its impact being pivotal. Implementing supportive policies plays a crucial role in boosting motivation and productivity among employees. Key components encompass ensuring equitable wages and benefits, promoting work-life balance through flexible schedules and ample rest, prioritizing health and safety with stringent measures, and fostering professional growth through career advancement opportunities. Embracing these employee-centric measures not only enhances job satisfaction but also reduces turnover rates and elevates service quality, ultimately enriching the overall tourist experience. By addressing these points, Giliyang and Sumenep can develop a robust and sustainable tourism sector, benefiting the local economy and preserving the region's natural and cultural heritage.

## CONCLUSION

There's a discrepancy between the Tourism Agency and the Transport Agency regarding Giliyang's readiness for tourism. While the Tourism Agency highlights trials for the Seaplane transport system and development initiatives, the Transport Agency denies these claims, citing infrastructure inadequacies and recommending Giligenting as a better alternative. This communication gap reflects broader challenges in preparing Giliyang for tourism, exacerbated by its remote location. Efforts to boost tourism in Sumenep rely on the collaborative Sumenep Pentahelix model, involving policymakers, communities, businesses, academics, and the media. This approach aims to create a sustainable tourism ecosystem by leveraging the strengths of each stakeholder. Despite challenges, Sumenep has significant tourist attractions like Asta Tinggi and the Rami Mosque, with the potential to become a prominent destination through effective management and development efforts.

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