

Strengthening Stakeholder Partnerships And Assessing The Role Of Local Government In Sustainable Tourism Development In Lampung Province

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Abstract—The tourism sector in Lampung Province presents a strategic economic opportunity. It is characterized by various attractions encompassing coastal, lowland, and highland regions. Given its potential to generate significant revenue and contribute to the region's Local Original Revenue (PAD), it is imperative to prioritize its effective management, development, and marketing. Tourist governance strategies in Lampung Province still require a compelling overarching subject despite their tendency to operate independently. The regional government's strategic role in building multistakeholder partnerships to advance the tourism sector has great potential but still has many areas for improvement. The regional government has a central role but must work together to face the many complex agendas and challenges in sustainable tourism development, which have long-term dimensions of interest. Stakeholder partnerships are the key to solving this problem. The results of this research are: The centrality of the state's role is quite strong in sustainable tourism development. This centrality is supported by state ownership of three primary modalities, namely formal legal authority, bureaucracy and finance; another state modality is the provision (and regulation) of finance, especially regarding the provision of a sustainable development budget. The state also possesses bureaucratic mechanisms that enable it to manage its machinery from the highest levels, such villages and subdistricts, to the lowest, which has a significant impact on how Pesawaran Regency's sustainable tourist development is carried out. The multistakeholder partnership approach remains relevant as a strategy for achieving sustainable tourism development because of the connectivity and involvement of various cross-sectoral actors.

Keywords—partnership; multistakeholder; local government; sustainable tourism

I. INTRODUCTION

Law Number 10 of 2009 concerning Tourism is a policy that regulates tourism in Indonesia, namely policies that must be supported by local governments in the context of implementing good and quality tourism, including policies providing information about tourism to domestic as well as foreign countries and provide legal protection and guarantees for the safety of tourists who are traveling. This is reinforced by the existence of regional autonomy regulations that provide freedom for each region to manage the existing resources in the area, because an increase in the tourism sector is also able to promote economic activity, including employment, community income, regional income and foreign exchange earnings. Tourism development will occur interdependence between one region and another and with the implementation of Law Number 23 of 2014 concerning Regional Government, it is believed that it will encourage regions to be more independent because they have the authority to manage and control their own regions. This independence can create better economic growth, including the management of regional tourism (Wahyudi, 2010).

Effective tourism management necessitates a comprehensive approach to maximize benefits for the community across economic, social, and cultural dimensions. The Government plays a pivotal role in tourism development by providing infrastructure, expanding facilities, fostering collaboration between public and private sectors, and promoting tourism domestically and internationally (Dian Kagungan, & Devi Yulianti, 2017). The Government possesses the authority to regulate, provide, and allocate various tourism-related infrastructure. Additionally, it is responsible for defining the strategic direction for tourism development. However, The success of policy implementation depends on the complexity of the organisation and the number of stakeholders involved. (Pratiwi, Saleh, & Sentanu, 2019.)

Government-level macro policies serve as a guiding framework for the actions of various stakeholders within the tourism sector. As outlined in Article 17 of Law Number 10 of 2009 (Marwa, 2014), By implementing the following programs, the federal and local governments are required to support and protect small, medium-sized, and cooperative businesses that are involved in the tourist sector :

- 1) Establish a reservation policy for small, medium, and cooperative firms in the tourist industry;
- 2) Promote collaborations between small, medium, and cooperative enterprises and larger enterprises.

The tourism sector in Pesawaran Regency represents a strategic economic opportunity characterized by its diverse potential attractions, encompassing coastal, lowland, and highland regions. Given the sector's potential to generate significant revenue and contribute to the region's Local Original Revenue (PAD), it is imperative to prioritize its effective management, development, and marketing.

The number of tourists visiting Pesawaran Regency, Lampung, is known from the 2016 period up to 2022, which shows that the total number of tourist visits has increased (Nugraha, & Hidayah, 2022), in 2018, the number of tourists visiting was 1,155,857. Soul then experienced an increase in 2019, namely to 1,387. 029 people from the set target reached 100 per cent. In 2020, there was a decrease, reaching 873,829 people; in 2021, The intended number of tourist visits was lowered, reaching 1,135,978 people, and the latest data is that in 2022, tourist visits are known to have fallen sharply, reaching 704,632 people, double payments mark this decline for tourist visitors (Chairunnisa at al., 2024). With inadequate access in early 2023, this is a challenge for the Pesawaran Regency government and tourist attraction managers to maintain their existence in the tourism industry ecosystem. To survive, the tourism management must be serious working hard to implement marketing strategies so that Pesawaran Regency's tourism destinations and products continue running.

Pesawaran Regency in Lampung Province has many exciting tourism potentials. The regency's rich culture, islands, beaches, and nature attract visitors. Famous beaches such as Mutun Beach and Sari Ringgung Beach offer beautiful sea views with clear water and white sand (Hartoyono at.al, 2022) . In addition, groups of islands such as Pahawang Island, Tegal Island, and Kelagian Island are very popular with snorkelling and diving enthusiasts because of their beautiful underwater life and coral reefs. The extraordinary beauty of Pesawaran is not only limited to the beaches; additional natural attractions such as Way Lalaan Waterfall and protected forest areas offer an adventure experience and enjoy the natural beauty (Setiawan at al., 2024).

Pesawaran has many cultures that should be preserved and introduced to tourists in addition to its extraordinary natural potential. Local traditions, such as traditional events and performing arts, are an essential part of the attraction of this place. The local indigenous people still carry out various traditional ceremonies and rituals, often a unique attraction for tourists interested in culture. Tourists also enjoy unique local handicrafts and food (Kennedy at al., 2022). Pesawaran Regency has excellent potential to become a leading tourism destination in Indonesia thanks to its combination of natural beauty and culture. There needs to be support from various parties to improve tourism facilities and promotions so that more tourists are interested in seeing the beauty of Pesawaran.

To realize this potential, support from various parties is critical, especially in improving tourism facilities and promotion. This step aims to attract more tourists who want to explore the beauty of Pesawaran. More targeted development efforts will help increase the number of tourist visits, both domestic and local. The 2022 data demonstrates the significant

contribution of domestic and local tourism to Pesawaran Regency's visitor arrivals, with 704,632 visitors across 23 prioritized attractions (Sulistiowati et al., 2023). This represents 46.97% of the overall tourist visits to the region's 97 destinations. Furthermore, the Christmas 2023 holiday season witnessed a notable influx of tourists to the coastal areas of Pesawaran, with 24,374 visitors recorded between December 23, 2022, and January 2, 2023, accounting for 44.6% of the total holiday visitor arrivals (Nasrullah et al., 2024).

However, based on a study by Kagungan (2021), tourism governance policies in Lampung Province tend to run separately and still need a central theme worth selling. The regional government's strategic role in building multistakeholder partnerships to advance the tourism sector has great potential but still has many weaknesses. The regional Government has a central role, but it must work together to face the many complex agendas and challenges in sustainable tourism development, which have long-term dimensions of interest.

Develop the tourism sector sustainably, various stakeholders must work together in the tourism industry, many parties are involved, including private companies, local communities, and non-governmental organizations. Each component has an interrelated strategic function (Goeldner & Ritchie, 2012). The Government carries out regulation, licensing, and provision of basic infrastructure. Private businesses such as tourism companies, hotels, and restaurants ensure that tourists get the necessary goods and services. Local communities maintain culture and the environment and support tourism growth. To produce synergies that support inclusive and sustainable tourism growth, all these parties must work together well.

This partnership thrives with good communication and a clear division of tasks. The involvement of local communities is essential to ensure that the tourism industry generates economic and social benefits. For example, partnerships that involve communities in managing tourist villages can help residents live better while preserving local culture and nature. Conversely, the private sector can invest in and manage tourist attractions with sustainability in mind. In this case, the Government is responsible for ensuring that every policy made forms a fair and sustainable tourism ecosystem.

The key to resolving this issue is building relationships among stakeholders. As such, it is imperative that this research be carried out by enhancing stakeholder relationships and 'measuring' the contribution of local government to sustainable tourism development in Lampung Province, particularly in the districts where the research will be carried out. When looking at tourism politically, multistakeholder partnerships may prevent the implementation of the ultimate goal of sustainable tourism development in Pesawaran Regency. The tourism sector may experience negative consequences on achieving development aims, especially sustainability-related ones if multistakeholder partnerships are not optimised. Politically, effective collaboration can hinder the implementation of strategic programmes, cause inconsistencies in policy implementation, and positively impact Pesawaran Regency's efforts to improve tourism. Therefore, natural solutions are needed to improve the role of each party to achieve better synergy. This study is essential for expanding the involvement of several stakeholders and determining how local governments can support the growth of tourism in Pesawaran Regency and other regions, such as South Lampung Regency. The significance of this study lies in the growing involvement of several stakeholders and the involvement of the regional government in promoting sustainable tourism in South Lampung Regency.

According to Sulistyadi et al. (2019), sustainable tourism is management that must integrate three things: economics, environment and social culture. This principle is also in line with UNWTO principles and has even been emphasized in its guidebook *Indicators of Sustainable Development for Tourism Destinations A Guidebook* (Marinello et al., 2021). The Indonesian Government has further reinforced this definition by issuing Ministerial Regulation Number 9 of 2021, which outlines guidelines for sustainable tourism destinations. Globally, sustainable tourism is also emphasized in the 17 SDGs goals (Sustainable et al.), where the principles align with sustainable tourism. At the 2002 Summit in Johannesburg, South Africa, it was stated that implementing sustainable development, including sustainable tourism, requires the involvement of partnerships from various parties (Belfiore, 2003). Moreover, tourism is an extensive global chain, and many parties are interested in it. By implementing sustainable tourism, development is hoped to be harmonized in the spheres of the economy, environment, and society-culture. As the definition of sustainable tourism emphasizes the integration of three things, namely the environment, economy and socio-culture, the development interests of these three aspects must go hand in

hand and must not negate each other.

The sustainable tourism development paradigm in principle be interpreted as a development process and goal in the tourism sector that is not only oriented towards economic growth but can also integrally prioritize aspects of social welfare (Gupta at al., 2024), especially those that can meet the interests of local communities, especially marginalized groups such as women, children and indigenous communities, and more than that able to protect the interests of environmental conservation. These three interests must be viewed holistically and integrally. The importance of the sustainable tourism development paradigm is basically also in line with the global development agenda or SDGs (Sustainable et al.), especially in the aspects of poverty alleviation, gender equality, decent work and sustainable economic growth, climate change, protection of land and ocean ecosystems as well as multi-party partnerships.

Sustainable tourism development must ensure a fair distribution of economic benefits, especially to the local community of Pesawaran Regency, in addition to contributing to regional economic growth. Meanwhile, in the environmental aspect, tourism management needs to ensure environmental (natural) sustainability, mainly coastal and marine ecosystems, which are essential assets for tourism development (Tegar at al., 2018). Then, socio-culturally, sustainable tourism can maintain socio-cultural values or local community wisdom. In maintaining these three interests integrally, with a multi-party partnership perspective, sustainable tourism development must be able to involve various actors.

Pesawaran Regency was chosen as a case study because it is considered representative of the study topic of sustainable tourism development and multistakeholder partnerships with an intermestic character. Pesawaran Regency is a strategic area for tourism development in Lampung Province (Nurhasanah, 2018). National standards of sustainability (sustainability) have become a crucial point of reference in the tourist development process in Pesawaran Regency, which is centered around the theme "Sparkling Pesawaran," because of the potential for tourism based on the richness and natural beauty of coastal areas and marine ecosystems. Therefore, it is anticipated that the findings of the research on the growth of tourism in Pesawaran Regency can provide a lot of "*lessons learned*" academically and empirically for policymakers in the tourism sector because not many studies in the context of multistakeholder partnerships and sustainable development have been carried out.

- 1) The specific objectives of this research are. It is hoped that the results of the study on tourism development in Pesawaran Regency will provide a lot "*lesson learned*" academically and empirically for policy makers in the tourism sector, because not many studies in the context of multistakeholder partnerships and sustainable development have been carried out.
- 2) Improving the welfare of local communities in tourist areas. The urgency of this research includes, first, (i) the criticality of multistakeholder engagement in tourism policy innovation within Lampung Province, particularly in Pesawaran Regency, is underscored. When multistakeholder engagement is disregarded, there are obstacles to meeting the goals of tourist development in Pesawaran Regency, according to a politically astute viewpoint. (ii) Politically, tourism will obstruct the achievement of the primary development target if it does not involve the participation of several stakeholders. Tourism in the Regency of Pesawaran. Secondly, the pressing need and significance of conducting this research coincide with the overarching objective of intensifying the Regional Government's impact on sustainable development. Specifically, it delves into the Regional Government's strategies and practices in fostering sustainable tourism within Pesawaran Regency."

II. RESEARCH METHODOLOGY

This study employs a descriptive technique alongside a qualitative methodology. Key informants include governmental entities, corporations, media outlets, academic institutions, non-governmental organizations (NGOs), and local communities. A purposive sampling strategy was applied to select the informants. The data collection process commenced with focus group discussions (FGDs) and observations aimed at "optimizing Lampung tourism through collaboration and social media." Potential informants identified by the researchers included the Tourism Offices of Lampung Province and Pesawaran Regency, ASITA, universities, NGOs (such as GenPi), social media influencers (@KelilingLampung), Tourism Village Management (Pokdarwis),

and media representatives, all of which were found using the Kemilau Pesawaran application. Structured interviews were subsequently conducted to gather information aligned with the study's objectives. The data analysis method was iterative and continued until saturation was achieved, ensuring that the collected data adequately addressed the study's goals. The phases of research data analysis—data reduction, presentation, and conclusion drawing—were strictly followed in this analysis (Sugiyono, 2016). The researchers utilized the data source triangulation method to ensure the accuracy and validity of the data. This method involved comparing data from various sources, such as key informants, observational results, and structured interviews (Denzin, 1978, as cited in Carter et al.). Additionally, the data were compared with other documents related to the research topic. The purpose of this triangulation is to reduce bias and gain a deeper understanding of the issue being studied. By confirming data from multiple sources, researchers can enhance the validity and reliability of their findings. As noted in the literature, triangulation is an effective method for testing data validity and producing more comprehensive and objective conclusions. In addition to these methods, the researchers employed data triangulation techniques to further enhance the validity of the findings. This involved comparing data collected from key informants with observational data and structured interviews. Furthermore, the data from these sources were cross-referenced with relevant documentary evidence.

III. RESULT AND DISCUSSION

Define abbreviations and acronyms the first time they are used in the text, even after they have been defined in the abstract. Abbreviations such as IEEE, SI, MKS, CGS, sc, dc, and rms do not have to be defined. Do not use abbreviations in the title or heads unless they are unavoidable. Area The Lake Ranau area in West Lampung Regency is located in Lombok Seminung District. The area of Lombok Seminung District is 22.40 Km² and consists of as cross-cutting (multidimensional) problems in tourism development become more prevalent, the study of tourism is becoming more transdisciplinary. This is related to international relations because tourism fosters international cooperation and the transnational mobility of interested parties. Pesawaran Regency featuring the motif In the province of Lampung, Kemilau Pesawaran is a key location for the growth of tourism-related regions. Pesawaran Regency's tourism industry is driven by a variety of factors and is centered on the region's natural beauty and riches, particularly its coastal and marine ecosystems and natural tourist destinations including waterfalls, hills, and mountains (not including sea life). Numerous players have contributed to the growth of tourism in Pesawaran Regency.

According to Kagungan's (2023) research, Hexahelix actors play a critical role in the development policy for tourism in Lampung Province, especially in Pesawaran Regency. Government, industry, media, higher education, non-governmental organizations (NGOs), and local communities are all included in the Hexahelix model. These entities contribute significantly to the promotion of innovative tourist development strategies in Pesawaran Regency that are in line with their individual roles, tenets, and functions (tupoksi). The unique contributions made by each Hexahelix player to the invention of tourist development policies in Pesawaran Regency are examined and analyzed in this study.

- 1) Government (Government) is first. It is important to recognize the role that central and regional governments play in the development of innovative tourist policies in Pesawaran Regency. Both play complementary and strengthening roles in promoting the development of creative policies that are receptive to possibilities and problems that already exist. Its significant financial resources, legal system, infrastructural growth, and human capital offer the basis needed for such initiatives. National tourism policies are shaped in large part by the Republic of Indonesia's (Kemenparekraf RI) Ministry of Tourism and Creative Economy. In accordance with its mandate, the ministry works in tandem with local authorities to promote a cohesive strategy for the advancement of tourism. The relevant tourist offices at the provincial and regency levels are in charge of carrying out tourism in a realistic manner. The local tourist office in Pesawaran Regency is essential to the implementation of policies and their adaptation to the unique demands of the area.
- 2) The Business Sector. Through initiatives like the Corporate Social duty (CSR) program, the business community undoubtedly has a corporate feeling of duty to improve the caliber of its business environment. Businesses may play a significant role in the creation of tourist policies in Pesawaran Regency by participating in Corporate Social Responsibility (CSR) projects. Companies can actively support the growth of the tourist industry in the area by funding programs targeted at upskilling local tourism workers and investing in tourism infrastructure. Such involvement places companies in a position to encourage the development

of tourism in the Pesawaran Regency. The efficient allocation of funds to support diverse tourist efforts can be facilitated by working with governmental organizations or by implementing CSR initiatives directly.

- 3) Postsecondary Education (Academy). As stated in the Tridharma of Higher Education, colleges have a moral duty to support the welfare of the local society, much like the business sector does. Universities may have a significant influence on the development of innovative tourist policies in Pesawaran Regency through research and community involvement. Universities may offer a useful conceptual foundation for different tourist policy projects by using their academic skills.
- 4) Interest groups and non-governmental organizations (NGOs). In Pesawaran Regency, non-governmental organizations (NGOs) and other interest groups are also important catalysts for the invention of tourist policies. Tourism marketing is actively supported by a number of associations and organizations that are directly involved in the travel and tourism industry as well as the creative industries. These organizations and associations include ASITA, Generasi Pesona Wisata Indonesia (GenPi), Restu Bhumi Adventure, Pesawaran Tourism Movement Institute, and Association of Tourism Object Movers and Managers (APAW). These organizations collaborate closely with local government offices to advance the growth of tourism in the area.
- 5) Mass media, or the fifth. The media is crucial in promoting the tourist potential of Pesawaran Regency, which encompasses handicrafts, cultural heritage, and natural tourism. The media may play a major role in enhancing the region's tourist marketing efforts by giving people access to information about tourism. Print and digital media, like Saburai TV and Radar Pesawaran, are useful tools for promoting tourism in the Pesawaran Regency. Furthermore, content creators' social media profiles, like @KelilingLampung and @LampungGeh, may be effective marketing tools. This demonstrates the critical role that the media plays in working with government organizations to develop, carry out, and assess innovative tourist policies in Pesawaran Regency.
- 6) The neighborhood. The impacted community is an important internal stakeholder in the context of tourist policy innovation, even though the preceding five actors represent external stakeholders. Frequently disregarded as inert entities, the community assumes a crucial function in expediting the execution of innovative tourist policy initiatives in Pesawaran Regency. Tourism regulations have a direct effect on locals who live close to tourist destinations, especially those who live in tourist villages that have been recognized as such and take part in tourism awareness groups, or pokdarwis. For these programs to be implemented successfully, their active participation is necessary.

A. Tourism Politics: Measuring the Centrality of the Role of Regional Government

Based on the stakeholder theory of tourism, the tourism policy of Pesawaran Regency provides a deep understanding of the dynamics and structure of tourism in Pesawaran Regency. This concept provides an overview of how various elements in the tourism system interact and influence its development (Gumanti et al., 2019). These actors include Government, businesses, local communities, academic institutions, and non-governmental institutions. By using this theory, we can comprehensively understand the current condition of tourism in Pesawaran Regency, including the difficulties and opportunities that exist. In addition, this theory helps explain the position of each element in the HexaHelix framework, which consists of six main elements that relate to each other: Government, industry, community, academics, media, and non-governmental institutions. Understanding the expectations and contributions of each actor in tourism policy innovation allows for the identification of strengths and weaknesses in the existing system, as well as providing guidance for designing more effective strategies for developing tourism in the area. The Government, in this case, The Tourism Office, as a critical government agency, plays a pivotal role in supporting the Regent's efforts to advance cultural and tourism initiatives in Pesawaran Regency. The Strategic Plan of the Tourism Office mandates the creation of tourism villages through the One Village One Destination (OVOD) program. This program seeks to enhance tourist visitation, elevate tourism human resources, and implement innovative tourism projects, such as the 'Kemilau Pesawaran' application. In essence, the Government serves as a regulatory framework for tourism policy innovation within the Regency.

The business sector significantly benefits from the proliferation of tourist attractions, particularly tourism villages, in Pesawaran Regency. These attractions not only empower local communities but also stimulate economic activity through the sale

of souvenirs. Businesses actively engage with travel agents and other tourism stakeholders to support human resource development programs. By providing assistance to emerging tourism enterprises, the business sector can act as an incubator, fostering innovation and contributing to the achievement of tourism service policy objectives in Pesawaran Regency." Academics can contribute to the enhancement of tourism destinations by participating in forums or platforms that foster collaboration with other stakeholders to realize tourism policy innovation within Pesawaran Regency. Given the multidisciplinary expertise of universities, as evidenced by interviews with academics from State Universities, their involvement is crucial for conducting research aimed at elevating tourism in Pesawaran Regency. Universities can effectively act as drafters of tourism policy innovations, aligning with the Tri Dharma of Higher Education. It is essential for all parties to work together to achieve these goals. Universities can contribute as tourism policymakers through research, community service, and education. Academic studies and strategic recommendations from universities can serve as a basis for policy-making based on local potential. In order for this innovation to be implemented comprehensively, collaboration with other institutions is also needed. In this case, Non-Governmental Organizations (NGOs) and other interest groups are essential to help the Government inform people about how to maximize the tourism potential of Pesawaran Regency.

Non-governmental organizations (NGOs) and interest groups play a vital role in raising public awareness regarding the tourism potential of Pesawaran Regency. As highlighted by interviews with Indonesian Pesona Generation (GenPi) activists, Restu Bhumi Adventure contributes significantly to serving tourists by providing guiding services and other tourism facilities within the region. Beyond their role as partners to the Government and community, these interest groups serve as catalysts for change, driving improvements in tourism policy formulation within Pesawaran Regency. In the process of developing tourism as a whole, the role of the media cannot be ignored. The media serves as a strategic link between Government, business, and the community (Ogli & Ogli, 2021). They can help spread information about existing tourism potential through news, promotions, and creative campaigns. Collaboration between the media and the Tourism Office is essential to increase the attractiveness of Pesawaran Regency's tourist destinations. With the right exposure, visitors can get to know more about interesting places, which in turn can increase visits and improve the local economy.

The media serves as a strategic partner in driving tourism policy innovation within Pesawaran Regency, collaborating with the Tourism Office to amplify the region's unique tourist attractions. The media should prioritize producing news content that resonates with readers while concurrently highlighting the untapped tourism potential of Pesawaran Regency. A robust partnership between the media and relevant stakeholders is imperative for cultivating a shared public consciousness and enduring memory of tourism within Pesawaran Regency. The media's ideal role in policy innovation within Pesawaran Regency is that of a promoter. Local communities, particularly those involved in Tourism Awareness Groups (Pokdarwis), strongly support the development of tourist villages. Even at the most minor community level, such as the RT (neighbourhood unit), active participation in the process of building tourist villages is evident. The community-based tourism concept underlying tourist villages underscores their pivotal role in catalyzing policy advancements and initiating tourism policy innovations by harnessing the unique potential of their respective villages.

Based on the results of the role analysis, the author identifies and describes the configuration of the roles of each actor in tourism policy innovation in Pesawaran Regency as follows:



Figure 1. Configuration of Hexa Helix's Role in Tourism Policy Innovation in Pesawaran Regency

Source: Researcher, 2024

Through the strategic alignment of the Hexa Helix model in tourism policy innovation within the Pesawaran Regency, effective collaboration among stakeholders can facilitate the realization of a sustainable tourism development agenda. By fostering a joint communication platform, stakeholders can collectively articulate and implement innovative tourism policies that align with the overarching vision of "Pesawaran Sparkle."

This research aims to look at the dynamics of relations between actors that occur when carrying out the sustainable tourism development agenda. In particular, the research observes how the state plays its role in sustainable tourism development in Pesawaran Regency even though various other actors move actively with their respective modalities and interests. State actors receive special monitoring because the state faces dilemmatic challenges in responding to the interests of social and environmental aspects, which in the inclusive and sustainable development paradigm must be the primary concern. The significance of this research is that it contributes to the study of sustainable development and multistakeholder partnerships with a domestic (intermestic) and multidimensional character. These various parties, as mentioned in the previous paragraph, are the involvement of the Hexahelix actor. State regional governments have a central role, but the state cannot work alone to face the many complex agendas and challenges in sustainable tourism development, which have long-term dimensions of interest.

The results of studies on Pesawaran Regency tourism have been published in a number of scientific journals relating to a number of specific topics, both domestic and foreign. According to UNWTO (n.d.), sustainable tourism is tourism management that can guarantee three aspects of development at once: economic, social, and ecological. However, in practice, The implementation of sustainable tourism is often constrained by the complexity of interrelated problems. Efforts to integrate economic, social and environmental aspects in tourism development often result in overlapping challenges. This is further complicated by the involvement of various non-state actors, such as business and civil society, both domestic and international, each with different sectoral interests. The increasing role of non-state actors is also due, among other things, to the fact that tourism is a service industry sector that has a complex global chain (Szpilko, 2017), so the interaction process between the actors is not only horizontal but also vertical (multilevel). The development of the tourism sector is often accompanied by complex challenges, one of which is the negative impact of physical infrastructure development, such as accommodation and transportation. This often results in social dislocation of local communities and environmental degradation in tourist destinations. The development of international norms regarding sustainable development, ten abbreviated as "sustainability", along with the

strengthening of world community awareness as reflected in the 1992 Rio Declaration and, in fact, with the "threat" of global climate change with all its potential destructive impacts, including on the survival of humanity on earth.

In the context of sustainable tourism management in Pesawaran, the state has an important role despite the involvement of many other actors with their respective modalities and interests. In principle, the state has a constitutional responsibility to develop sustainable tourism, especially in relation to the right of every citizen to get a decent job and the state's obligation to manage natural resources on land and in the sea for the prosperity of its citizens. The 1992 Rio Declaration, with its 27 Principles, also emphasized the state's responsibility to manage natural resources in its jurisdiction for development needs (<https://www.un.org>). This declaration contains many fundamental references related to international norms that must be taken into account by states to ensure environmental sustainability for future generations, guarantee the principle of justice for all citizens, encourage the participation of various groups in society, and encourage states to carry out international cooperation on the basis of equality.

B. State Political Modalities: Legal Authority and Bureaucracy

The first and main modality of the state is the existence of authority or formal legal authority. With this authority, the state is expected to be able to realize the desired development directions and goals, including efforts to encourage the implementation of sustainable tourism. With this formal legal authority or authority, all policies and regulations made are binding for non-state actors to be obliged to comply with them.

Another important modality for the state is of course the bureaucratic apparatus which is tiered from central to regional/local and includes various work units in each ministry and institution (K/L). Bureaucracy itself can be interpreted as a system of authority with a structured organizational chain of command. Usually pyramidal in nature, where the structure at the bottom is much larger than the one at the top. This bureaucracy basically has a good goal, namely, so that institutional tasks can run regularly and systematically. With these modalities, it is clear that the country has the privilege to be able to formulate and control (implement) policies and create programs to implement sustainable tourism development. Non-state actors do not have complete use of these three modalities. Business actors, for example, although they have financial power and managerial capacity, including work networks and lobbying large ones, do not have legal and formal authority. Meanwhile, civil society, although it has the power of ideas and values (values) and also networking skills, tends to be weak in the financial aspect and, of course, does not have formal legal authority and bureaucratic apparatus.

The context of tourism development in Pesawaran Regency, in the economic aspect, the state authority is first and foremost aimed at increasing the amount of investment in the context of developing related infrastructure. Therefore, the Government does its best to create a conducive business and investment climate (Tam, 2019). One of the important steps taken is to partner with stakeholders. In general, it can be seen that investment regulations in Pesawaran Regency give the state a role in regulating business activities so that they have a positive impact economically, socially and environmentally. Business actors (investors) must follow existing rules/regulations. The same thing can also be seen in the development of MSMEs. The existence of MSMEs is very important because it can be said that MSMEs are a form of local community involvement in sustainable tourism in the economic sector. In fact, business units like this can become a symbol of the people's economy (Kustanto, 2022) because local communities can become direct actors in the industry.

This does not require complicated bureaucratic procedures and many modalities. Even though MSMEs have modalities such as human resources and networks, sometimes MSMEs also need the support of experience and knowledge to develop optimally (Hernando, 2017). MSMEs need capacity strengthening amidst changing business patterns. Moreover, industry 4.0 has disrupted business patterns (Gillpatrick et al., 2019), so all business people inevitably have to adapt to the flow of developments. If this is not done, business development will be hampered and will even result in competition. This reality has encouraged the Government to provide training to develop the capacity of MSMEs in Kahianga Village, Wakatobi, where the government partners with other parties such as Swisscontact Sustour, which is a representative of the Swiss Government (Ferdiang et al. of Kahianga Village, Wakatobi, interview, 20 February 2022). Sustour's involvement is important because it has good experience in marketing and connecting MSME products to markets, including international markets (Escap & Iban, 2021).

Even though Sustour is involved in the development of the MSMEs mentioned above, this actor does not have the legal authority to make regulations that must be fulfilled by MSMEs. Meanwhile, the state has this role given by the constitution; even at a certain level, these regulations force MSMEs to obey them. This can be seen in MSMEs engaged in industry in Sungai Langka village, Gedong Tataan District, for example (jackfruit chips, Etawa goat's milk, banana chips and various processed drinks). This product, of course, is part of the diversification of MSME products, which can increase the attractiveness of Pesawaran Regency, which uses the motto one village, one destination. With this product, tourists can enjoy it and take it home as souvenirs. However, the Government has standards that must be met by MSMEs for their products. These standards are like quality standards from a health perspective. This is important, apart from ensuring the product is always competitive, but also to ensure the product does not harm consumers. Moreover, there is a relationship between health considerations regarding processed products and consumer decisions to purchase (Kutresnaningdian & Albari, 2012). Health considerations for a product are getting stronger in the COVID-19 era (Andayana, 2020).

According to Miraftab (2004), the success of a partnership can be determined by the strong role of the state. In this case, it can be seen from the partnership between stakeholders and the Pesawaran District Tourism Office in compiling the CHSE (Cleanliness et al.) for tourists. The existence of the CHSE code of ethics is an effort to develop sustainable tourism in the environmental sector, which is quite important because, according to Ozturk et al. (2016), the presence of tourists in a tourist destination has the potential to damage the environment. The Tourism Office, as the leading sector, has the right to force tourists to implement CHSEE because the owner of the legal authority is the state and has monitoring and law enforcement instruments, such as the bureaucracy and other law enforcement officers, that are coercive.

In general, there are Government and regional government regulations that regulate sustainable tourism development. At the national level, there is the Ministry of Tourism and Creative Economy Regulation Number 14 of 2016 concerning guidelines for sustainable tourism destinations. At the local level, the implementation of sustainable tourism refers to the Regional Medium Term Development Plan (RPJMD) for Pesawaran Regency 2016-2021 and regional regulations regarding the Regional Tourism Development Master Plan (RIPPARD) for Pesawaran Regency. In the environmental sector, especially waste management, apart from Law Number 18 of 2008 and Government Regulation Number 27 of 2020 concerning Specific Waste Management. This regulation is a government instrument for implementing sustainable development.

C. State Financial Modalities

Another modality that gives countries power. What makes it difficult for other actors to replace their role is the existence of sustainable funds (budget). In this case, the state has APBN (State et al.) and APBD (Regional et al.), which can finance development programs. From this budget, the implementation of sustainable tourism will be supported by the official government budget on an ongoing basis if sustainable tourism has been designated as a priority agenda for a region. This budget problem can be overcome with the Government's commitment to environmental management. Thus, this budgeting issue is related to the political will of the Government's political leadership.

The Indonesian government and regional governments will continue to be the executive, judiciary, and legislative parties with sovereignty and political and legal authority over tourism areas. Thus, it is clear that the Indonesian Government, throughout its existence as an embodiment of the state, will have an obligation to budget for the implementation of sustainable tourism development by the constitutional mandate (Mangku et al., 2023). In its implementation, the Government has an extensive bureaucratic network down to the lower levels.

Funding problems also occur in MSME financing in the Pesawaran Regency. Various HR development training for MSMEs, such as that carried out by the Tourism Department. However, the challenge MSMEs face is funding (Harapansultra, 2020). This capital is significant in developing business and innovation. Regional government partnerships with banks are essential because regional governments have the legal modality of authority, which has a political bargaining position in front of financial institutions such as banks. Even permits to establish businesses such as banks must follow regulatory and bureaucratic procedures determined by the Government.

IV. CONCLUSION

The state's central role in sustainable tourism development is vital due to its control over legal authority, bureaucracy, and finance. The state provides political influence and regulatory power through formal legal authority, issuing guidelines from national to local levels that shape policy directions, particularly in economic development and foreign investment. Additionally, the state's financial support and budget allocation play a crucial role, alongside bureaucratic control that directs and manages tourism development processes down to local levels. In Pesawaran Regency and other regions of Indonesia, the state's influence ensures that sustainable tourism development supports economic growth, social development, and environmental protection. This central role helps safeguard the interests of MSMEs and marginalized communities, balancing foreign investment with local development needs. As tourism evolves post-pandemic, the complexity of environmental and social challenges will grow, making multistakeholder partnerships essential for fostering inclusive and sustainable growth in the tourism sector.

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