

Implementation of Tanjung Lesung Tourism Development Policy as a Special Economic Zone (SEZ) in Pandeglang Regency

Eko Supriatno*

Desi Mitasari

Mathla'ul Anwar University Banten

Abstract

This study aims to analyze the implementation of the tourism development policy of Tanjung Lesung as a Special Economic Zone (SEZ) in Pandeglang Regency and to identify its supporting and inhibiting factors. The study applies a descriptive qualitative approach using interviews, observations, and documentation as data collection techniques. The findings indicate that the implementation of the Tanjung Lesung SEZ policy has not been fully effective. The main constraints include limited public understanding of policy objectives, inadequate infrastructure and human resources, and weak coordination among central, regional, and private stakeholders. Additionally, the absence of a clear Standard Operating Procedure (SOP) hinders program consistency. To improve effectiveness, the study recommends establishing detailed SOPs, strengthening intergovernmental coordination, and involving local communities and private sectors more actively in the planning and implementation processes of Tanjung Lesung's SEZ development.

Keywords: *Policy Implementation, Tourism Development, Special Economic Zone, Tanjung Lesung*

*Correspondence: ekosupriatno83@gmail.com

I. Introduction

The development of the tourism sector is one of the important strategies in strengthening national and regional economic growth. In the Indonesian context, Law Number 39 of 2009 concerning Special Economic Zones (SEZs) emphasizes the importance of establishing areas with high economic strategic value to encourage investment, create jobs, and accelerate regional development. One of the implementations is the determination of the Tanjung Lesung Special Economic Zone (SEZ) through Government Regulation Number 26 of 2012 as a center for leading tourism development in Pandeglang Regency, Banten Province.

The designation of Tanjung Lesung as a SEZ aims to make this area an international tourist destination as well as a regional economic lever. This area has great potential, because it is geographically located between Mount Krakatau and Ujung Kulon National Park which has been recognized as a World Heritage Site. In addition to its natural beauty, the Tanjung Lesung SEZ is expected to be a driving force for local economic activities, especially for the surrounding community through the development of micro, small, and medium enterprises (MSMEs), creative industries, and tourism services.

However, the reality on the ground shows that the implementation of the Tanjung Lesung SEZ development policy has not been fully optimal. Based on observations and various reports, there are still various problems that hinder the effectiveness of policies. Some of the main obstacles include delays in the construction of supporting infrastructure such as the Serang-Panimbang toll road, the lack of adequate basic facilities for tourists and workers, and limited coordination between the central government, regions, and regional managers. In addition, the participation of local communities in regional economic activities is still low due to the lack of socialization and training that supports the readiness of human resources.

The gap between policy planning and implementation in the field is the main problem in the development of the Tanjung Lesung SEZ. Based on the policy implementation theory put forward by Van Meter and Van Horn, the effectiveness of policy implementation is highly dependent on six main factors: clarity of policy objectives, resources, characteristics of implementers, attitude of implementers, communication between organizations, and social, economic, and political conditions. In the context of the Tanjung Lesung SEZ, these factors have not been optimized synergistically, so the policy objectives have not been fully achieved.

The local government together with the regional manager, namely PT Banten West Java Tourism Development Corporation, need to strengthen cross-sector coordination so that the policy direction of SEZ development can be integrated with national and regional action plans. In addition, the preparation of a clear Standard Operating Procedure (SOP) is an urgent need so that the implementation of the policy has measurable and consistent guidelines. Improving communication systems between stakeholders is also important to increase the effectiveness of implementation.

This research is important to comprehensively analyze how the implementation of Tanjung Lesung tourism development policies as SEZs in Pandeglang Regency is implemented, as well as identify supporting and inhibiting factors. The results of the research are expected to make a theoretical contribution to the development of public policy studies, especially in the implementation of economic zone-based tourism policies. Practically, this research is expected to be an evaluation material for local governments, regional managers, and local communities in realizing the development of an effective, sustainable, and inclusive Tanjung Lesung SEZ.

Thus, the development of the Tanjung Lesung SEZ is expected to be not only oriented towards economic growth, but also pay attention to local community empowerment, environmental conservation, and sustainable improvement of regional tourism competitiveness.

Literature Review

Public Policy

Public policy is a series of decisions and actions taken by the government to achieve certain goals in people's lives. Anderson (1975) in Sutopo and Sugiyanto (2001:4) define public policy as policies developed by government institutions. Meanwhile, Dunn (2003:51) views policy as a binding decision and a guideline for action. According to Agustino (2012:6), public policy is a permanent and consistent decision made by government authorities and binds all elements of society.

Hogwood and Gunn (in Wicaksono, 2016) stated that public policy can be understood as an expression of the general goals of the state, government decisions, programs, and the results of government actions. Thus, public policy does not only stop at the normative level, but also involves an implementation process that determines the effectiveness of achieving the policy objectives.

In the context of this research, public policy is realized through Government Regulation Number 26 of 2012 concerning the Tanjung Lesung Special Economic Zone, which is stipulated as one of the government's efforts to accelerate regional economic development and support the expansion of tourism investment in Pandeglang Regency. Through the determination of this SEZ, the government hopes to create an acceleration of regional economic growth, increase investment, and improve the welfare of local communities.

The Concept of Special Economic Zones (SEZs)

According to Law Number 39 of 2009 concerning Special Economic Zones, SEZs are areas with certain boundaries within the jurisdiction of Indonesia that are determined to carry out certain economic functions and obtain certain facilities. The implementation of SEZs is further regulated in Government Regulation Number 2 of 2011, which emphasizes that SEZs aim to accelerate national economic development through the creation of a conducive and competitive investment climate.

The Tanjung Lesung Special Economic Zone is one of 19 SEZs in Indonesia that are focused on the tourism sector. This area was inaugurated by President Joko Widodo on February 23, 2015. The main purpose of the establishment of the Tanjung Lesung SEZ is to make it a leading tourism icon in Banten Province and become a driving force for the regional economy based on marine and cultural tourism.

Public Policy Implementation Model

In this study, the policy implementation theory used is the model of Donald Van Meter and Carl Van Horn (1975) in Agustino (2012). This model emphasizes that the success of policy implementation is influenced by six main variables, namely:

- 1) The size and objectives of the policy, which determine the extent to which the implementer understands the direction and objectives of the policy.
- 2) Resources, including human resources, finance, and infrastructure.
- 3) Characteristics of implementing agencies, which include the capacity and commitment of policy implementers.
- 4) The attitude or disposition of the implementer, which is related to the willingness and motivation to carry out the policy.
- 5) Communication between organizations and implementing activities, which determines the harmony of coordination between implementing agencies.
- 6) The social, economic, and political environment, which can support or hinder policy implementation.

This model is relevant to analyze the implementation of Tanjung Lesung SEZ development policies because it involves many actors—both the central government, local governments, business entities such as PT Banten West Java, and local communities.

Implementation of the Tanjung Lesung SEZ Policy

The implementation of the Tanjung Lesung SEZ policy faces several obstacles as revealed in Mitasari's (2022) research, including the unfulfilled construction of regional supporting facilities, delays in the formation of the Regional Council, and inconsistencies between the action plan and the implementation in the field. However, there are also several positive achievements such as increasing community economic activity, especially in the MSME and tourism sectors.

Communication between organizations in the implementation of this policy is carried out by the Pandeglang Regency government through Bappeda and the Tourism Office. Socialization to the community is an important part of fostering awareness and participation of local residents. However, the role of the private sector in socialization activities is still considered less than optimal.

Social, economic, and political environmental factors also have a significant influence. The community generally supports the existence of SEZs because it opens up jobs and introduces regional potential. However, the low level of education and income is a challenge in maximizing the benefits of the program.

Previous Research

Some of the previous relevant research includes:

- 1) Fatah Sulaeman (2015) from Sultan Ageng Tirtayasa University with the title Implementation of Strategic Plan for the Preservation of Old Banten Cultural Heritage Tourist Destinations. This research uses a qualitative approach and focuses on the preservation and development of cultural-based tourist destinations in Banten Province.
- 2) Niken (2015) from the same university researched the Supervision of the Tangerang Regency Youth and Sports, Culture and Tourism Office on beach tourism areas. The results of the study show the importance of the role of local governments in supervising the management and development of tourist destinations in line with regional development policies.

The two studies have similarities with Mitasari's research, which focuses on the implementation aspect of regional tourism policies, but the object of the study is different. Mitasari's research emphasizes more on the dimension of public policy in the context of SEZs involving large investments and the role of multi-actors.

Synthesis of Literature Review

From various theories and previous research results, it can be concluded that the successful implementation of the Tanjung Lesung SEZ development policy is highly dependent on the synergy between the government, business actors, and the community. The availability of resources, clarity of policy objectives, and communication between institutions are the determining factors for the success of implementation.

Public policy, in this case the determination of the Tanjung Lesung SEZ, is not only a legal instrument to accelerate regional economic development, but also a means of empowering local communities through a sustainable tourism sector. Therefore, it is necessary to strengthen coordination between stakeholders and continuous evaluation so that the goals of SEZs as a driving force for the regional economy can be achieved optimally.

II. Research Methods

Approaches and Types of Research

This study uses a qualitative approach with a descriptive method. The qualitative approach was chosen because this research focuses on a deep understanding of social phenomena, especially the implementation of the Tanjung Lesung Special Economic Zone (SEZ) development policy as a leading tourism area in Pandeglang Regency. Qualitative research allows researchers to explore the policy implementation process more comprehensively through direct interaction with informants in the field.

The descriptive method is used to systematically and factually describe the conditions that occur in the field related to the implementation of the policy, including its supporting and inhibiting factors. According to Azwar (2020), descriptive research aims to present data systematically and factually so that it can be clearly

understood and interpreted appropriately. Thus, the results of this study are expected to provide a real picture of the implementation of local government policies in the development of the Tanjung Lesung SEZ.

Research Location and Time

The location of the research was determined in the Tanjung Lesung Tourism Special Economic Zone (SEZ), Pandeglang Regency, Banten Province. The selection of this location is based on the consideration that the Tanjung Lesung SEZ is a national strategic area that has an important role in the development of the tourism sector and increasing regional investment.

The research was carried out for six months, from March to August 2022, with the stages of activities including submission and verification of titles, preparation of proposals, seminars, field data collection, data analysis, and preparation of final reports.

Data Source

The data sources in this study consist of two types, namely primary data and secondary data.

Primary data was obtained directly from the field through in-depth interviews, observations, and documentation of informants who were considered to be related to the implementation of the Tanjung Lesung SEZ policy.

Secondary data was obtained from various documents, such as government agency reports, laws and regulations, administrative archives, scientific literature, and previous research results relevant to this research topic.

The main source of data in qualitative research is in the form of words and actions resulting from interviews or observations, while documents are used as a support and reinforcement for the interpretation of research results.

Research Informant

The selection of informants is carried out by purposive sampling, which is the determination of informants based on certain considerations according to research needs. The informants were chosen because they were considered to have an in-depth understanding of the policies and implementation of the Tanjung Lesung SEZ.

The informants in this study consisted of:

- 1) Ramadhani, Acting Head of the Pandeglang Regency Tourism Office
- 2) Wawan Ruswandi, Chief Administrator of Tanjung Lesung SEZ
- 3) Asroriah, SE, Head of the Pandeglang Regency Environment Office
- 4) Oki Oktaviana, Researcher of Balitbangda Banten Province
- 5) H. Kosasih, Panimbang Sub-district Head
- 6) Astaka, Head of Tanjung Jaya Village
- 7) Hendro Wahyono, Manager of PT Banten West Java as the area manager
- 8) Ade Bideng, Chairman of the Fishermen's Group
- 9) Mohamad Hatta, tourism driver
- 10) Ajid, a member of Banser
- 11) Fikri Annidzar, HMI student
- 12) Eko Supriatno, lecturer at Mathla'ul Anwar University

The involvement of these various informants allows researchers to obtain data from various perspectives, both from the government, the private sector, and local communities.

Data Collection Techniques

The data collection technique is carried out by three main methods, namely:

1. In-depth Interview

The interviews were used to gather information about the implementation of the Tanjung Lesung SEZ development policy. The interview questions were prepared based on guidelines that included variables of Van Meter and Van Horn implementation theory, such as policy objectives, resources, interorganizational communication, implementing characteristics, and social, economic, and political factors.

2. Field Observation

Observation was carried out by directly observing conditions in the Tanjung Lesung SEZ area, such as infrastructure, community activities, tourism support facilities, and interaction between managers and the surrounding community. Observation helps researchers obtain real data on the situation of policy implementation in the field.

3. Documentation

Documentation is carried out by examining various archives, official reports, photos of activities, and other relevant supporting documents. This method is used to complete and verify the data of interview and observation results.

Data Analysis Techniques

Data analysis was carried out qualitatively using the Miles and Huberman interactive model, which includes three main stages:

- 1) Data Reduction, which is the process of summarizing and selecting important data from the results of interviews, observations, and documentation, and grouping them according to the research theme.
- 2) Data presentation is carried out in the form of narrative descriptions, tables, or charts to make it easier for researchers to understand the relationships between the variables being studied.
- 3) Conclusion Drawn, which is interpreting the results of the analysis to answer the formulation of the problem and the purpose of the research. The conclusions are temporary at first, then strengthened after going through a repeated verification process.

Data Validity Test

The validity of the data is tested through the triangulation technique, which is the verification of the correctness of the data using various different sources, techniques, and times.

Source triangulation is carried out by comparing data from various informants to see their consistency. The triangulation technique is carried out by examining the same data using interviews, observations, and documentation. Time triangulation is carried out by collecting data at different times to ensure the stability of the information obtained.

This technique is important to guarantee the validity of research results, avoid bias, and strengthen the reliability of findings.

The Role of the Researcher

In qualitative research, researchers play the role of the main instrument. Researchers are responsible for designing research, collecting data, conducting analysis, and interpreting results. Validation of the researcher's ability as an instrument is carried out through an understanding of public policy theory, mastery of qualitative methodologies, and ethical and emotional readiness in interacting with informants.

III. Results and Discussion

Overview of Tanjung Lesung Special Economic Zone (SEZ)

The Tanjung Lesung Special Economic Zone (SEZ) is an integrated tourist area in Pandeglang Regency, Banten Province, which was stipulated through Government Regulation Number 26 of 2012. This SEZ is one of 19 special economic zones in Indonesia that are focused on the tourism sector. The area reaches 1,500 hectares, with the main function as a marine, cultural, and ecotourism tourism destination which is expected to increase investment, create jobs, and accelerate local economic growth.

Geographically, Tanjung Lesung has a strategic position because it is located on the southern tourist route of Banten which is adjacent to Ujung Kulon National Park and Mount Krakatau, two world heritage destinations that have high ecological and historical value. However, until the time of the research, the development of this

SEZ still faces a number of obstacles such as inadequate infrastructure, limited access to transportation, and coordination between institutions that are not optimal.

Implementation of Tanjung Lesung SEZ Development Policy

The analysis of the results of this study uses the policy implementation model of Donald Van Meter and Carl Van Horn, which emphasizes six main variables in assessing the effectiveness of public policy implementation.

a. Policy Size and Objectives

The main goal of the Tanjung Lesung SEZ development policy is to accelerate regional economic growth, increase tourism investment, and expand employment opportunities for the surrounding community. However, based on the results of interviews with the Pandeglang Tourism Office and SEZ Administrators, it was found that public understanding of the goals of this policy is still low. Many residents do not know the direct benefits of the SEZ program, so public participation in supporting regional development is still limited.

In addition, the absence of an SOP (*Standard Operating Procedure*) that technically regulates the policy implementation mechanism at the regional level causes the implementation of the program to not run uniformly. This has an impact on the gap between the national action plan and the implementation at the local level.

b. Resources

The availability of human resources, funds, and infrastructure is an important factor in policy implementation. The results of the study show that human resources in the local government environment are still limited in terms of competence in modern tourism management. Meanwhile, SEZ development funds are mostly still dependent on private investment through PT Banten West Java as the area manager.

From the infrastructure aspect, there are still many supporting facilities that have not been completed, such as road access to partially damaged areas and minimal public transportation. The construction of the Serang-Panimbang toll road, which is planned to be the main link to SEZs, is also not fully operational at the time this study was conducted. This condition hinders the smooth flow of tourists and investors to the region.

c. Characteristics of Implementing Agents

The implementation of the Tanjung Lesung SEZ policy involves several institutions, including the Pandeglang Regency Government, SEZ Administrators, PT Banten West Java, and the Coordinating Ministry for Economic Affairs. Although cross-agency coordination has been underway, the results of the interviews show that inter-agency relations are still sectoral and not fully integrated.

Local governments tend to focus on administrative affairs, while the private sector emphasizes more on investment and physical development aspects. The lack of formal communication forums between parties has led to many strategic decisions not being mutually agreed, thus slowing down the progress of SEZ development.

d. Attitude or Disposition of the Implementer

The attitude of policy implementers is basically quite supportive, both from the government and the private sector. However, such support has not been followed by consistent concrete action. Some regional officials admitted that there is still a difference in perception of development priorities between local governments and regional managers.

Meanwhile, the community around Tanjung Lesung shows a positive attitude towards the existence of SEZs, especially because of new economic opportunities such as culinary businesses, homestays, and handicrafts. However, some people still feel that they have not been optimally involved in the process of planning and implementing policies.

e. Inter-Organizational Communication and Implementation Activities

Coordination and communication are crucial elements in the implementation of SEZ policies. Based on the results of observations, communication between local governments, regional managers, and the community is still running sporadically. Socialization activities regarding the SEZ program are only carried out periodically, not yet a structured routine agenda.

This condition leads to a lack of common perception between implementers, especially in terms of the division of authority, responsibility, and supervision of activities in the field. This weakness in communication also has an impact on the slow response to technical obstacles that arise in the field.

f. Social, Economic, and Political Environment

The social environment of the community around the SEZ is dominated by residents with lower secondary education backgrounds. Most of them work as fishermen, farmers, and small business actors. Although they support tourism development, limited skills and capital are the main barriers to wider participation in regional economic activities.

From the economic side, the presence of SEZs has indeed begun to cause a multiplier effect, such as an increase in local business turnover and the growth of small industries. However, this impact is not even because it is still concentrated around the main tourist area.

Meanwhile, from a political perspective, the local government's support for SEZs is quite strong. The Provincial Governments of Banten and Pandeglang Regency place Tanjung Lesung as a priority for regional development. However, changes in central policies and bureaucratic dynamics often slow down the process of program realization.

Supporting and Inhibiting Implementation Factors

The results of the study show several factors supporting policy implementation, including:

- 1) Clear regulatory support through Government Regulation No. 26 of 2012;
- 2) The commitment of the local government in encouraging tourism development;
- 3) High natural and cultural potential and unique tourist attractions;
- 4) The role of the private sector in infrastructure investment and tourism facilities.

While inhibiting factors include:

- 1) Lack of socialization and public understanding of the purpose of SEZs;
- 2) Limited human resources and infrastructure;
- 3) Coordination between institutions that is not optimal;
- 4) There is no SOPs and technical guidelines for implementation in the regions;
- 5) Inadequate access infrastructure.

Implications of Research Results

The results of this study show that the implementation of the Tanjung Lesung SEZ development policy is still not running optimally. It is necessary to strengthen synergy between the government, the private sector, and the community so that the goals of SEZs can be achieved comprehensively. The government needs to set clear technical guidelines, expand tourism human resource training, and accelerate the development of access infrastructure to the region.

With the support of all parties, the Tanjung Lesung SEZ has the potential to become a model for sustainable tourism development in Indonesia that is able to encourage regional economic growth while improving the welfare of local communities.

IV. Conclusions and Suggestions

Conclusion

Based on the results of research and analysis on the implementation of the Tanjung Lesung Special Economic Zone (SEZ) development policy, it can be concluded that the implementation of the policy has not been running optimally. Although it has a strong legal basis through Government Regulation Number 26 of 2012, its implementation still faces various technical, coordinated, and social obstacles that hinder the achievement of policy goals.

First, in terms of policy size and objectives, there is still a gap between policy formulation at the central level and understanding at the executive level and local communities. Most people do not fully understand the purpose of establishing SEZs, so their participation in tourism development is still limited.

Second, in terms of resources, the limitation of human, financial, and infrastructure resources is the main obstacle. The construction of supporting facilities such as roads, transportation facilities, and tourist

accommodation has not been fully fulfilled. The construction of the Serang-Panimbang Toll Road, which is expected to be the main access to the area, has also not been fully operational, thus hampering the flow of tourists and investment.

Third, communication and coordination between implementing agencies are still not effective. Local governments, regional managers, and the community do not yet have a routine and structured coordination forum. This has an impact on the insynergy between the national action plan, the regional action plan, and its implementation in the field.

However, there are several supporting factors such as the commitment of local governments, high natural and cultural tourism potential, and growing private investment interest. With improved governance and resource capacity building, the Tanjung Lesung SEZ has a great opportunity to become a national leading tourist destination as well as a regional economic driver.

Suggestions

Based on the findings, the researcher gave the following suggestions:

- 1) Local governments and regional managers need to develop clear and integrated Standard Operating Procedures (SOPs) so that the implementation of SEZ development policies runs in accordance with national and regional action plans.
- 2) Coordination between stakeholders must be strengthened through the establishment of regular communication forums between the government, the private sector, and the community to equalize perceptions and accelerate the resolution of obstacles in the field.
- 3) Increasing the capacity of human resources in the tourism sector needs to be a priority through training, vocational education, and community empowerment so that they can play an active role in regional management.
- 4) The central and regional governments need to accelerate the development of access infrastructure, especially the completion of the Serang-Panimbang Toll Road and the provision of public transportation to tourist areas.
- 5) Socialization to the local community must be carried out on an ongoing basis to foster awareness, a sense of belonging, and active participation in supporting the success of the Tanjung Lesung SEZ.

If these recommendations are implemented consistently, the Tanjung Lesung SEZ development policy has great potential to become a model for sustainable tourism development that is able to improve community welfare and regional economic competitiveness.

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