

COMMUNITY-BASED MARINE TOURISM DEVELOPMENT IN EAST JAVA PROVINCE, INDONESIA

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ABSTRACT

Tourism policy attempts to provide certainty to tourists and the community related to tourism development, so as to maximize the benefits of tourism to stakeholders and minimize the negative effects, costs, and other related impacts. This research was conducted with the aim of examining marine tourism community development for sustainable growth in East Java Province, Indonesia. It is qualitative research utilizing semi-structured interviews, non-participant observation and document analysis. In particular, this study adopts data analysis techniques in the form of an interactive model in which each stage of the research was adjusted as a result of the outcome from the previous stage. This research shows that the sustainable tourism development in East Java Province is a policy in development that has economic, socio-cultural, and environmental dimensions with a foundation of justice not only for the current generation but also for future generations. For this reason, tourism is seen as an interrelated system. Policy synergy is needed with a multi-sector and multi-disciplinary approach. Government, private and community synergy are needed and make East Java Province tourism identity in global competition. This research produces an alternative community-based tourism (CBT) that is useful in developing marine tourism in the coastal communities of East Java Province.

Keywords: Marine Tourism, Community-based Tourism (CBT), Sustainable Development, Policy Making, East Java.

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1. INTRODUCTION

One of the industrial sectors that has a crucial contribution to economic development in various countries is the tourism industry (Dimopoulos, Queiros, & van Zyl, 2019; Eagle, Hamann, & Low, 2016; Heagney, Rose, Ardeshiri, & Kovac, 2019; Li, Jin, & Shi, 2018). Job creation, economic growth development, economic alleviation as well as accelerating regional development and developing tolerance among community groups are some of the important benefits of tourism development (Corbau, Benedetto, Congiatu, Simeoni, & Carboni, 2019; Kubo, Uryu, Yamano, Tsuge, Yamakita & Shirayama, 2020; Lopes, Mendes, Fonseca, & Villasante, 2017).

In Indonesia, the tourism sector has made a significant increase in contribution and develop in a sustainable manner (MacNeill & Wozniak, 2018). According to BAPPEDA (2018) and the Central Bureau Statistics (2019) report, the contribution of the Indonesian tourism industry to the Gross National Product (GNP) was approximately 4.03% or at least Rp. 500.19 Trillion with an increase in foreign exchange generated reaching Rp. 174 Trillion to Rp. 184 trillion and able to absorb a workforce of at least 12 million people.

Therefore, superior programs for regional development began to emphasize tourism development. Tourism development that underlies regional development with comprehensive planning and sustain-able

professional management by emphasizing community participation in the implementation of tourism activities can certainly make a big contribution to local government revenue and be able to create new job opportunities (Robinson, Newman, & Stead, 2019; Sangha, Stoeckl, Crossman, & Costanza, 2019; Ziegler, Silberg, Araujo, Labaha, Ponzo, Rollins & Dearden, 2019). Also, the effect of tourism development as a basis for regional development is also able to increase income which can be useful for protecting, preserving as well as promoting the culture and values of local wisdom as well as being able to improve the welfare of the local community (Pulido-Fernández, Cárdenas-García, & Espinosa-Pulido, 2019; Scott, Hall, & Gössling, 2019).

One of the regions in Indonesia that also has a focus on regional development through tourism development is East Java Province. Indirectly, the geographical condition of East Java Province has its own strength in terms of tourism. Tourism in East Java Province is very complex, depending on better management for sustainable development. One of the tourism potentials is the development of marine tourism in the form of beaches. East Java Province is a province area in Indonesia which has a long and exotic coastline and has high potential to improve the regional economy. According to BAPPEDA (2018) report, East Java Province has a total length of coastline measured from the highest tide along 3,498 km with 427 small islands with 3 outer islands. The coastal management in

East Java Province administratively covers 151 coastal sub-districts in at least 22 regencies/cities with an area of 1,382,233 hectares which is supported by management towards the sea as far as 12 miles measured from the coastline in East Java Province, there is a total area of surrounding waters for about 54,718 km².

East Java Province plays a strategic role in Indonesia's national economy because it is one of the centers of economic activity that connects the Western Region of Indonesia and the Eastern Region of Indonesia. Along the coastline of East Java Province, there are various natural resources ranging from white sandy beaches, mangrove forests, coral reefs, and sea grass beds, to oil, gas and mineral resources that could be developed into suitable objects for tourism. On the coast of East Java Province, tourists can also find deltas that were formed due to the sedimentation process of the Brantas-Solo River, which contains biogenic gas.

The coastal and marine areas in East Java Province provide many non-living natural resources, such as mineral materials and construction aggregate seabed deposits. Meanwhile, several locations for oil and gas reserves in the region could have reliable economic potential. With strategic planning and well management, these resources could make significant contributions in supporting sustainable regional development.

Recent evaluations of the region's marine and coastal areas provide information about how the

regions might be optimally managed and developed in order to make the best use of these resources for increasing regional income, conducting scientific study, and creating business opportunities, particularly in the marine tourism investment sector.

Unfortunately, based on records from the Indonesian Central Bureau Statistics (2019), tourism potential in East Java Province, especially marine tourism, does not correlate to a significant increase in the number of tourist visits. The Indonesian Central Bureau Statistics noted that the visits of international tourists who came to East Java Province through the Juanda entrance in April 2019 decreased by 13.51 percent compared to March, around from 21,565 visits to 18,652 visits. Meanwhile, the number of foreign tourist visits in April 2019 fell by 29.10 percent compared to the number of foreign tourists in the same period in 2018 which reached 26,306 visits.

The largest number of foreign tourists were Malaysian nationalities, which reached 5,808 visits, down 22.95 percent, followed by Singaporean nationalities with 1,945 visits, a decrease of 20.19 percent, and Chinese nationalities with 1,621 visits, a decrease of 13.59 percent compared to March 2019. This fact is exacerbated by the Room Occupancy Rate (ROR) of star hotels in East Java Province in April 2019 which reached 53.01 percent or decreased 0.46 points compared to the previous month. The ROR for 4 (four) star hotels of 57.65 percent is the highest ROR compared to the ROR for other star hotels. The

Average Length of Guest Stay of foreign tourists at star hotels in April 2019 reached 2.81 or decreased 0.28 points compared to March 2019 which reached 3.09 days. The overall Average Length of Guest Stay in April 2019 was 1.69 days or decreased by 0.08 points when compared to March which reached 1.77 days.

This data suggests a gap between the tourism potential in East Java Province and the increase in tourism performance itself. This is the basis for the formulation of a tourism development plan in accordance with the characteristics of the people in East Java Province. In other words, tourism can increase regional income while creating jobs for local people.

It should be realized that tourism development cannot only rely on the business capabilities of the private sector (Gkoumas, 2019; Jones, 2019). Without support from the government and the community, the development of a tourism business run by the private sector cannot run smoothly (MacNeill & Wozniak, 2018; Papageorgiou, 2016). Likewise, tourism development is only managed by the government, without involving other parties. The government may experience difficulties in increasing investment and capital in tourism development (Gkoumas, 2019). However, the most important aspect is the involvement of community components that have so far been neglected in tourism development (Papageorgiou, 2016; Pulido-Fernández et al., 2019). As a result, the community, especially those who live in tourist areas or destinations,

often do not benefit from the tourism development around them (Liu & He, 2018; Nesticò & Maselli, 2019; Shkurti, 2019; Wondirad, 2019). Even if they are involved, the role they play is minimal so that it does not have a significant impact on the welfare of the local community (Dimopoulos et al., 2019; Dvarskas, 2017; Jones, 2019; Knowles, 2019).

Strengthening the tourism program has now become one of the main strategies in improving the economy and regional development (Li et al., 2018; Liu & He, 2018; Sheppard & Fennell, 2019; Wiedmann, Hennigs, Schmidt, & Wuestefeld, 2011). Therefore, we need a tourism development strategy which includes sustainable tourism policy formulation (MacNeill & Wozniak, 2018). One of the areas that has high tourism potential, especially in the marine tourism sector, is the East Java Province. East Java Province has potential and attractive natural resources to be developed and strengthened as a tourist destination, one of which is the coastal areas.

Tourism policy is made as an effort to provide certainty to tourists and the community, related to tourism development, so as to maximize the benefits to tourism stakeholders and minimize the negative effects, costs, and other related impacts. This research was conducted with the aim of understanding marine tourism development for sustainable growth in East Java Province, Indonesia.

Therefore, this study aims to formulate a strategy for sustainability for the tourism sector, focusing on the

community-based marine tourism sub-sector in East Java Province. This objective addresses the low community involvement in the development of marine tourism in East Java Province. Only a small number of regions have high community involvement in contributing to marine tourism management activities. With this community-based approach, it can create a sense of belonging from the community in tourism activities, especially marine tourism in the East Java Province which has high potential to develop and improve the welfare of the local community.

2. LITERATURE REVIEW

2.1. Development of Marine Tourism

According to Papageorgiou (2016); Sheppard & Fennell (2019); Wu & Tsai (2016) tourism is an activity of leisure, and going out of your local area to look for something different and provide an economic benefit to the local community. Furthermore, Sang & Lin (2019) and Shkurti (2019) try to provide a more academic definition of tourism, that the activities of persons traveling to and staying in places outside their usual environment for not more than one consecutive year for leisure, business or other purposes. Judging from what was described by Dvaskas (2017); Gkoumas (2019); and Jones (2019), it seems that tourism activities are very close to the dynamic of human life which is based on the

desire to meet their needs, namely for holidays (Jones, 2019; Kubo et al., 2020; Li et al., 2018).

The principle of designing natural areas provides the basis for the arrangement of the area, including aspects that need to be considered and components of the arrangement of the area (Knowles, 2019). Dvaskas, (2017); Gkoumas (2019); and Papageorgiou (2016) suggest that a good and successful tourist area is optimally based on four aspects including (1) Maintaining the preservation of the environment, (2) Improving the welfare of the people in the area, (3) Guaranteeing visitor satisfaction and (4) Increasing integration and community development unit around the area and development zone.

The development of tourism destinations requires good and appropriate planning techniques (Dimopoulos et al., 2019; Eagle et al., 2016; Heagney et al., 2019). Development techniques must combine several aspects supporting the success of tourism (Li et al., 2018). These aspects are characteristics of accessibility (transportation and marketing channels), the characteristics of tourism infrastructure, the level of social interaction, the relevance and compatibility with other sectors, the resilience of the impact of tourism, the level of resistance of local communities, and so on (Nesticò & Maselli, 2019).

According to Dvaskas (2017); Gkoumas, (2019); Jones, (2019); Knowles, (2019); and Papageorgiou (2016) in selecting areas that are

intrinsically suitable for conservation, there are several factors determined including forms with historical value, high quality forests and swamps, forms of bay beaches, rivers, wild animal habitats, unique forms of geological and physiographic features, beautiful waters and ecological forms (Kubo et al., 2020; Li et al., 2018; Lopes et al., 2017). According to Gkoumas, (2019); Jones, (2019); and Knowles, (2019), the development of natural tourism areas must follow the principles of development and planning for the use of zones consisting of spatial or zoning subsystems, including (1) Allotment of public facilities, permanent buildings, recreation, tourism and sports facilities; (2) Allotment of facilities is not permanent, camping, fishing, and so on; (3) No public transportation is allowed. Intended for footpaths, climbing, equestrian sports & viewing post; and (4) there is no access road and no facilities. The structuring of the nature tourism area includes the determination of land allotment which is divided into three, including (1) the preservation zone, (2) the conservation zone and (3) the utilization zone (Corbau et al., 2019; Dimopoulos et al., 2019; Heagney et al., 2019; Li et al., 2018; Lopes et al., 2017; MacNeill & Wozniak, 2018).

2.2. Tourism Main Supports

Tourism is a large system that includes a complex series of activities consisting of various components such as economic, political, social,

cultural, ecological, etc. This analysis of tourism cannot be separated from other systems such as politics, economy, social and culture when tourism is seen as a system (Dvarskas, 2017; Gkoumas, 2019). This is because these systems have inter-dependent relationships, influence each other and are interrelated (Gkoumas, 2019; Lopes et al., 2017). This situation indicates that if there is a change in one system, it will cause changes to the other system until a new harmony is created (Fianto & Candraningrat, 2018; Knowles, 2019).

The view of tourism as a system explains that there are many parties that must be involved because they can have a role in driving the tourism system and developing the regional economy (Robinson et al., 2019; Sheppard & Fennell, 2019; Wu & Tsai, 2016). These parties which consist of individuals or groups are also referred to as the driving forces of tourism in various sectors related to the tourism sector. In general, the driving forces for tourism are divided into three main components including government, private sector and community (Fianto, 2018; Robinson et al., 2019).

The community component includes the general public who live in destination areas or tourist sites, as the legal owners of various resources that become tourism capital, such as culture and local wisdom (MacNeill & Wozniak, 2018). This component also includes local community leaders, intellectuals, non-governmental organizations, mass

media and other aspects of society (Nesticò & Maselli, 2019). The next component is the private company element, which is a tourism business association and business people who are directly or indirectly related to tourism (Shkurti, 2019). Then the final component is the government which has authority in various administrative domains starting from the local, district, city, provincial, state or central government levels (Knowles, 2019).

Based on this opinion, it can be understood that tourism development needs to involve these three components. Regional development based on tourism development cannot only rely on businesses from private companies (Heagney et al., 2019). Without the support of the government and the community, the tourism business activities of private companies cannot perform well (MacNeill & Wozniak, 2018). Likewise, the expansion and development of tourism which is only carried out by the government without involving the components of the community and private companies have also failed to achieve good performance (Knowles, 2019).

The government without the support of other components can certainly experience difficulties in increasing investment and capital in tourism development in certain areas (Sangha et al., 2019). But on the other hand, the involvement of community components in the development of tourism activities does not often receive serious attention so that people, especially those who live in a

tourist destination area, might not get the benefit of the tourism business activities in their locations (Sheppard & Fennell, 2019). Even if there is involvement from the community, it is only complementary and not a major player so that it does not have a significant impact on improving the regional economy and the welfare of the local community (Knowles, 2019). Page (2009) explains that there are at least 5 approaches in tourism development which include the following:

1. A Physical spatial approach which refers to geographic land use as a tourism development scheme based on spatial principles such as dividing visitor segments in order to obtain higher economic effects or to prevent conflicts between visitors.
2. The Boostern approach, which emphasizes tourism as a positive impact on an area and its inhabitants. Unfortunately, this approach does not emphasize the involvement of local communities in the planning process of tourism activities and regional development and there is no careful consideration of the carrying capacity of the area.
3. An economic industrial approach, which focuses more on economic goals rather than social empowerment and environmental aspects, prioritizes visitor experience in traveling and visitor satisfaction levels as the main target in tourism activities.
4. A community approach that emphasizes the elaboration of

tourism business activities on comprehensive and holistic community involvement as the main actor of tourism activities.

5. A sustainable approach that emphasizes the aspects of sustainability and future interests of tourism development for all resources owned in an area as well as the impact of economic development on the environment and social life of local communities.

2.3. Community Based Tourism Development and Marine Tourism as Public Policy

In various situations, many local people who live in certain tourist areas are only spectators in tourism activities without receiving real economic benefits (Lopes et al., 2017). These communities also experience various negative effects from tourism such as environmental damage, and social and economic inequality (Papageorgiou, 2016). This situation leads to opinions about the urgency of community-based tourism development (MacNeill & Wozniak, 2018; Wu & Tsai, 2016). The discussion in various studies on community development has become an important topic that develops in studies of economic development (MacNeill & Wozniak, 2018). Various theories have been conveyed by experts and researchers to describe and understand the development of this community starting from definitions, developments, concepts, to models of community development

schemes (Heagney et al., 2019; MacNeill & Wozniak, 2018; Wu & Tsai, 2016).

This research refers to Durkheim's theory which describes social facts as a way of acting, thinking, and being able to utilize external compulsion on individuals. Durkheim's goal is to determine how to influence one's social behavior. The essence of Durkheim's theory pertains to human behavior which cannot be understood from the point of view of the individual alone, we must study the social forces that influence human life. This is of course relevant to the principles of community development in marine tourism activities which emphasize the use of community strength as the basis for the full contribution of the community to tourism management activities.

MacNeill & Wozniak (2018) explained that community development can put more emphasis on developing welfare through increasing the economic income of local communities, building physical and infrastructure and facilities, improving the quality of health services and improving social conditions. Thus, the tourism sector should be included in the focus of community development studies with an understanding that the tourism sector is a system that includes various subsystems such as the economic subsystem.

MacNeill & Wozniak (2018) provide a view of community development, with four perspectives regarding community development. The four perspectives are community

development as a set of methods, a series of processes, program formulation and a combination of activities. In the view of community development as a series of processes emphasizes that community development is a sequences of practices that move from one phase to another or mechanisms that are sequential from one situation to another, which can give meaning as a progressive mobility of activities with a distinctive standard.

Community development as a set of methods emphasizes community development as a tool for realizing missions in the tourism business or economic goals in improving community welfare. On the other hand, community development in the viewpoint of program formulation emphasizes that these community development activities have a certain set of procedures and activities. Viewing community development as a combination of activities it is emphasized that community development activities are more directed at the translation of tourism values and goals into a variety of specific activities.

Wu & Tsai (2016) explain that there are at least two main approaches in community development which include a directive approach that has an instructive character and a non-directive approach that has a participatory character. The directive approach can be effective in achieving short-term goals and can result in solving more substantive problems. However, this directive approach is less effective when the goals to be achieved are fundamental changes

such as attitudes, individual values, beliefs, and knowledge.

In another aspect, the non-directive approach puts more emphasis on placing the community as the main actor in their self-development efforts (Robinson et al., 2019; Wu & Tsai, 2016). This approach also emphasizes that society is a determining element in self-development and a component that conducts self-development analysis, so that people have a greater chance of achieving the expected goals in unique ways that are most relevant to the circumstances of each community.

Before considering tourism policy, public policy must be discussed first (Dimopoulos et al., 2019; Heagney et al., 2019; Kubo et al., 2020; Li et al., 2018). The definitions that describe the policies to date have been diverse (MacNeill & Wozniak, 2018). The term policy is often interpreted as a government decision as only the government has the authority and power to represent the community and is responsible for serving the public interest (Nesticò & Maselli, 2019). Li et al., (2018) explain that policy is a series of activities or actions proposed by a person, group or government in order to achieve the intended purpose.

Policy is seen as a choice of government to do or not do something (Corbau et al., 2019; Eagle et al., 2016; Heagney et al., 2019). Public policy is defined as set of attempts to resolve public issues, questions that most people believe should be decided by officials at the appropriate level of national, state or local

government (Kubo et al., 2020; Lopes et al., 2017; MacNeill & Wozniak, 2018). This statement shows that policy is an effort decided by government officials at every level of government to solve community problems (Dimopoulos et al., 2019; Heagney et al., 2019; Nesticò & Maselli, 2019). Policies include the relationship between will, action, and results. In the will, the policy is reflected in the attitude of the government. At the level of action, policy is reflected in government behavior, and at the level of results that is actually what the government does. In other definitions, policy is also interpreted as a manifestation of a judgment that is full of consideration, so that it can be used as a basis for preparing a rational basis for doing or not doing an action.

More specifically Corbau et al., (2019); Lopes et al., (2017); MacNeill & Wozniak, (2018); and Persada et al., (2019) explains that public policy is the government's strategy to achieve its goals. Furthermore, Eagle et al., (2016); Heagney et al., (2019); and Kubo et al., (2020) provide limits on the concept of public policy, as follows:

1. Actions of government authorities. Public policy is an action made and implemented by a government agency that has the legal, political and financial authority to do so.
2. A reaction to real-world needs and problems. Public policy seeks to respond to problems or concrete needs that develop in society.

3. A set of goal-oriented actions. Public policy is usually not a single decision, but rather consists of several choices of actions or strategies made to achieve certain goals in the interests of many people.
4. A decision to do or not do something. Public policy in general is a collective action to solve social problems. However, public policies can also be formulated based on the belief that social problems will be solved by existing policy frameworks and therefore do not require certain actions.
5. A justification made by one or several actors. Public policy contains statements or justifications for steps or action plans that have been formulated, not an intention or promise that hasn't been formulated.

According to Li et al., (2018); Lopes et al., (2017); Robinson et al., (2019); and Ziegler et al., (2019), policy analysis is the activity of creating knowledge about the policy making process. Meanwhile, according to Sangha et al., (2019); Scott et al., (2019); and Sheppard & Fennell, (2019) policy analysis is a form of analysis that produces and presents information that can be a basis for policy makers in making decisions. In policy analysis, the general procedure is (1) monitoring, (2) forecasting (prediction), (3) evaluation, (4) recommendation (prescription), and (5) problem formulation (Persada et al., 2019;

Pulido-Fernández et al., 2019; Ziegler et al., 2019). The policy analysis process is a series of intellectual activities carried out in a process that is essentially political in nature (Robinson et al., 2019; Sangha et al., 2019; Sheppard & Fennell, 2019).

When referring to the various definitions above, it can be concluded that the development of tourism is a public policy, because tourism is the result of the government's choice and the right of the government to develop and control the development (Robinson et al., 2019; Ziegler et al., 2019). Tourism development is also a government policy in solving the problems faced, tourism is seen as an option to get a new source of income for a country (Sangha et al., 2019; Scott et al., 2019; Sheppard & Fennell, 2019). Policies can be said to succeed well determined by human resources, institutions, and organizations that have the ability to re-engineer (Pulido-Fernández et al., 2019; Robinson et al., 2019).

According to Nesticò & Maselli, (2019); Papageorgiou, (2016); and Persada et al., (2019), in the process model a policy determination can be assessed from input and output. Input factors consist of perception, organization, demands, support, and complaints. The policy elements include regulation, distribution, redistribution, capitalization, and ethical values. The outputs include application, law enforcement, interpretation, evaluation, legitimacy, modification, adjustment and withdrawal or denial.

These political activities are often a process of policy making and visualized as a series of interdependent stages arranged according to the timeline of agenda setting, policy formulation, policy adoption, policy implementation, and policy assessment. Policy analysis can produce information that is relevant to the policy at some, several or all stages of the policy process, depending on the type of problem encountered in an issue (Heagney et al., 2019; Jones, 2019; Kubo et al., 2020; Lopes et al., 2017). Public policy analysis aims to provide recommendations to help policy makers in an effort to solve public problems (Li et al., 2018). In the analysis of public policies there is information relating to public problems and arguments about various policy alternatives, as material for consideration or input to policy makers (Heagney et al., 2019; Kubo et al., 2020; Lopes et al., 2017).

Public policy analysis based on the study of policies can be distinguished between policy analysis before and after the existence of certain public policies (Nesticò & Maselli, 2019; Persada et al., 2019; Pulido-Fernández et al., 2019). Policy analysis before the existence of public policy rests on public matters only so that the results are truly a new public policy recommendation. Both policy analysis before and after the existence of the policy has the same goal of providing policy recommendations to policy makers in order to obtain higher quality policies (Heagney et al., 2019).

In conducting policy analysis, it is important to understand the policy environment (Eagle et al., 2016; Heagney et al., 2019; Lopes et al., 2017). The policy environment is the specific context in which events around policy issues occur (Dimopoulos et al., 2019; Persada et al., 2019; Pulido-Fernández et al., 2019). The process of policy formulation can be seen as an inter-organizational relationship (Gkoumas, 2019; Jones, 2019; Knowles, 2019). It was further explained that the government is an organization that is in a broader scope of insight and is one element of the national and international system.

2.4. The Government's Commitment to a Marine Tourism Development Policy

Government commitment has a key role in the success of development achievement in the field of tourism (Sheppard & Fennell, 2019). The strength of the commitment of a country's government in tourism development influences the success rate of tourism development (Sang & Lin, 2019). It was further explained that a strong government commitment would be able to mobilize its resources, so that tourism development could be accelerated and optimized (Persada et al., 2019; Sheppard & Fennell, 2019). Tourism business activities are multi-sector in nature, which involve various creditors, namely transportation, telecommunications, public works, health, defense and security, industry,

community, local government and others (Corbau et al., 2019; Dimopoulos et al., 2019; Eagle et al., 2016; Heagney et al., 2019; Kubo et al., 2020; Li et al., 2018; Lopes et al., 2017).

This requires the role of the government to mobilize to be able to move all the interests of tourism from the national level to the level of local communities (Dimopoulos et al., 2019; Dvaskas, 2017; Jones, 2019; Nesticò & Maselli, 2019; Ziegler et al., 2019). Commitment to synergizing various inter-sector interests is very important here, so there is no overlapping policy (Eagle et al., 2016; Heagney et al., 2019; Kubo et al., 2020).

The development of tourism by providing opportunities for local entrepreneurs to invest in various tourism industries is a policy that must be done by the government (Jones, 2019). This involvement will show the sensitivity of the effects of tourism development on the economy, environment and social (Kubo et al., 2020). The government sets standards for development in tourism areas (Li et al., 2018). For instance: prescribing that the height of the building should not exceed the coconut tree or 15 meters, monitoring the ratio of land or building area with green open space, maintaining that the structure and design of the buildings stand in accordance with local character, encouraging the use of local products, and other requirements related to the optimization of local products.

The tourism industry will take place when there are a number of

interesting stimuli, ease of licensing, business certainty, promotion and so on (Corbau et al., 2019; Dimopoulos et al., 2019; Heagney et al., 2019; Papageorgiou, 2016; Ziegler et al., 2019). The government also carries out strict protection and protection for the tourism industry, considering environmental damage, archeological protection, health, disease outbreaks and so on (Sangha et al., 2019; Scott et al., 2019; Sheppard & Fennell, 2019). The development of the tourism industry with a holistic policy will be able to strengthen the country's economy while at the same time increasing the welfare of the community (Pulido-Fernández et al., 2019; Sang & Lin, 2019; Ziegler et al., 2019).

3. RESEARCH METHOD

This research adopts a qualitative method with a descriptive characteristics. Where this research has the aim of describing as well as understanding, by utilizing information through data collection and information obtained through in-depth interviews. This research examines the strategy of developing marine tourism in East Java Province, however, because the area of East Java Province is very large, a sampling area is selected that specializes in marine tourism in areas that are considered to have established marine tourism activities. These areas include the city of Surabaya, Sidoarjo regency, Probolinggo district, Pasuruan district and Banyuwangi district.

This research also adopts several data collection techniques to gather information in order to obtain research data that are useful for the development of marine tourism, especially in East Java Province. The data collection techniques in this research include 1) in-depth interviews, which utilizes a semi-structured model which is carried out intensively and repeatedly in order to obtain more in-depth data and be able to verify answers; 2) non-participant observation that emphasizes the observation of group activities under study without being directly involved; and 3) documentation techniques that are useful for supporting data and for reference purposes only by reviewing books, research journals, documents, archives and online data relevant to this research.

The method used to obtain the findings in this research is a qualitative method involve 23 in-depth interviews and observation. This research utilizes informant selection techniques by means of purposive sampling by determining the research subject and location first to describe the problems being studied. The purpose of purposive sampling emphasizes the effort to get as much information as needed from various relevant sources so that it can be focused on a specific context and then process it into a summary that is appropriate to the research context. Therefore, in this qualitative research, there was no random sampling but emphasized more on purposive sampling. The key informants in this research consisted of government

agencies related to research such as the Office of Tourism, the Office of Marine Affairs, the Office of Cooperatives and the Department of Industry and tourism awareness groups, known locally as Pokdarwis.

This research also adopts data analysis techniques in the form of an interactive model that includes 1) data reduction that classifies the main components that focus on the most relevant data; 2) presentation of data that focuses on analyzing data with one another so that existing data is relevant to a particular theory so that it is easier to analyze the problems under study; and 3) formulate conclusions with valid and relevant data.

In an effort to find more relevant findings from the existing data, this research tested the validity of the data by adopting source triangulation techniques. By adopting the triangulation technique, this research can obtain more relevant and accurate data results so that the existing findings from this research have a high level of validity and truth. This research also made comparisons of data obtained from various data sources including observation, interviews as well as documentation so as to produce valid findings.

4. RESULTS AND DISCUSSION

4.1. Marine Tourism Planning and Development in East Java Province, Indonesia

The planning and development of tourism in East Java Province cannot be formulated by one particular

stakeholder (MacNeill & Wozniak, 2018). These planning steps must be based on a careful study of policies that are appropriate and specific to the region (Sangha et al., 2019). In this case the role of all development stakeholders must be in line with the agreed development plan. Consistent policies from the authorities or groups of people are expected to reduce the negative impacts of East Java Province tourism development. The process of participation in the community is often an attempt by an elite group to maintain or strengthen its power to foster efforts in achieving other goals that are needed.

A plan will only have meaning if the plan can be implemented. The key to the success of a plan is community involvement (MacNeill & Wozniak, 2018). Community involvement should be developed from the beginning of planning, determining the objectives of the plan, determining the policy, and in implementation (Shkurti, 2019; Wu & Tsai, 2016). With full community involvement, which means placing the community more as a subject rather than an object, the effort to preserve the tourist destination will be easier, and supervision is also carried out with the community, so that the system runs well.

In the past, tourism planning was only seen as a domain of government authority (MacNeill & Wozniak, 2018). However, empirical evidence shows that with various limitations of the government (government incapacity) in playing its function as a development planner and manager,

many implementations of planning are unable to be carried out by the government (Li et al., 2018; Sangha et al., 2019). The disproportionate domination of information and power by the government tends to mean that it has the authority to manage public resources which in reality cannot be managed properly. The failure is that the government primarily views the public sector as a vertical sector, so that there is a long bureaucratic chain of public services, which can lead to planning inconsistencies.

There are two tourism planning systems, namely top down and bottom up systems. In the current government system, what needs to be done is to change the top-down leadership system into a bottom up. This is an effort to maximize social capital, so as to build adequate political capacity. Political development as a fostering process not only has the goal to make institutional changes in the government and political system, but also the social and economic institutional system of a nation.

The impediment to the process of planning and implementation in Indonesia is partly due to obstacles originating from the mentality of officials and their people. Mental obstacles will affect human attitudes and behavior in making decisions, including in carrying out an activity or development activities. According to Corbau et al., (2019); Dimopoulos et al., (2019); Eagle et al., (2016); Heagney et al., (2019); Kubo et al., (2020); Li et al., (2018); Lopes et al., (2017); MacNeill & Wozniak, (2018); Pulido-Fernández et al., (2019); Sang

& Lin, (2019); and Ziegler et al., (2019) it is stated that social capital as a social life will encourage the realization of decisions and actions with stakeholders that are more effective in achieving common goals.

Positive attitudes regarding political and community development must start from the leaders themselves in order to work well. Public attitudes are influenced by patron client culture, where the influence of leaders in behaving and acting is still a benchmark for community attitudes. Therefore, the elite must act consistently, show integrity and set a good example to the community. Law enforcement is no longer effective if the nature of legal discrimination and power is still dominant both in software and hardware. To that end, the bottom up approach that should be implemented by the government is an approach that is more focused on increasing human resources, increasing labor productivity, preventing crime and others.

4.2. The Socio-Cultural Conditions of the Coastal Community of the East Java Province

Increasing the regional economy through the development of tourism activities in the coastal area of East Java Province provides an illustration of efforts to develop the tourism sector in the East Java Province as a whole. This research was conducted to analyze alternative models that can be implemented in the development of marine tourism in East Java Province. One of the crucial components in

tourism development is community involvement in tourism development activities, especially marine tourism in East Java Province. The benefit of this research is to produce recommendations so that people are not only spectators but also the main stakeholders in tourism development activities in their area.

The data from this research can describe the growth of the tourism industry, especially marine tourism in East Java Province. At least in the last decade, marine tourism has become a crucial component in people's economic activities as the income of the community as farmers or informal workers has decreased. Economic uncertainty has narrowed job opportunities in various fields so that people are trying hard to get income from alternative sectors.

Job opportunities in the tourism sector that are available to the community are not only limited to direct work fields such as being a waiter in hotels around marine tourism areas, but also job opportunities in other fields that are also relevant to marine tourism itself. These opportunities include developing a seafood processing food business, handicrafts and souvenirs, service sectors, transportation business and various other opportunities. For example, the food sector can be one of the sectors that can boost the development of the marine tourism industry which is growing due to an increase in public participation in the food industry.

Apart from other regions in Indonesia, which is the country with

the longest coastline in the world, East Java Province has also been known as one of the centers for processed seafood in the form of fresh seafood to side dishes such as sea cucumber chips, eggplant chips, fish stomach chips, and Lorjuk chips, Shrimp Gerinting Chips, Snapper Skin Chips, Layur Chips, Payus Fish Chips, Ota-Ota and many more. Besides the food industry, the transportation sector in East Java Province is also growing with the Juanda International Airport which is the main entry point for foreign tourists and domestic visitors. Juanda International Airport is also supported by several national airports in several areas in East Java Province, thus opening wider visitor accesses. Of course, this can be a determinant factor that encourages an increase in the number of visitors to East Java Province.

The economic development in East Java Province also receive a contribution from sustainable infrastructure development in East Java Province. The success of the inclusiveness of East Java Province will not be possible if it is not supported by adequate infrastructure. Therefore, East Java Province undertakes an infrastructure development strategy through: (1) physical infrastructure development in the aspects of public works service, energy and transportation (hard type infrastructure) in the context of improving land, sea and air connectivity to smoothen the flow of logistics distribution and to support agropolitan production centers and industrial estates; and (2) development of health and education

infrastructure (soft type infrastructure) in order to improve the quality of living in East Java Province. Meanwhile, in the context of sustainable development, it is also supported by good management of natural resources and the environment. If these three components can run in synergy and integrate, the results will be increased connectivity, smooth logistics distribution, increased sustainable economic growth, equitable distribution of welfare, reduction of inequality, and the realization of food security.

Referring to this development, people in East Java Province have the opportunity to adapt to possible changes that occur. This factor can be a driving force for local governments to develop marine tourism in East Java Province. The community's readiness to accept change can also be a strengthening factor for the policies of the local government. The community can have high readiness if the development of the tourism sector leads to a positive trend so that the profession that was previously dominated by farmers, fishermen or informal workers will certainly shift towards development policies in accordance with the provisions of the local government.

The tourism sector, especially marine tourism, shows economic potential in East Java Province. The community can provide full support for local government policies to manage tourism objects in their area to improve the community's economy. The community views that East Java Province has the potential to use

natural resources and intellectual capital to encourage the development of the tourism sector, especially East Java Province marine tourism. In particular, the coastal communities in the city of Surabaya, Sidoarjo regency, Pasuruan regency, Probolinggo district and Banyuwangi district stated that they are ready to provide support to local governments that set policies to develop potential tourist attractions. The community emphasizes their concern for improving the welfare of the local community as well as maintaining environmental sustainability and local socio-cultural preservation.

The community understands that the coastal area in East Java Province has exotic natural beauty and has the ability for further development that can create economic benefits for improving the welfare of the local community. The community can certainly be proactive in supporting better management of coastal areas in order to be able to increase community income.

The local community also emphasized that in managing the coastal area of East Java Province, it must fulfill important prerequisites, which include the community's contribution to the management of the coastal area. So far, people think that they are not fully involved in the management of marine tourism that is integrated with tourism in general in East Java Province. The management of marine tourism so far has been managed exclusively by a few investors, so that people view marine tourism activities as not being able to

create a significant economic impact on the welfare of the surrounding community. Therefore, the community expects that the potential that exists in the development of seafood, the skills they have or the daily activities of the community become an integrated part of marine tourism activities themselves.

The community also considers that the service oriented behavior of the community that must be present in the development of marine tourism activities is not familiar to the community. People who have friendly, caring, good service and empathy for visitors are the main requirements in tourism activities besides the existence of tourist destinations with natural beauty and other well-preserved resources. This shift in orientation must also be a prerequisite if the development of marine tourism becomes a strategic sector to increase economic growth that involves the community. Local governments also acknowledge this fact by emphasizing the urgency of social engineering in shaping capacities, skills, social systems as well as community mindsets with other tourism business operators.

This research related to the socio-cultural conditions of the East Java Province coastal community, the state of the environment and existing natural resources and the findings can produce an analysis of the potential and threats that are relevant to the tourism industry in East Java Province. The results of this analysis can be a foundation in formulating a model for developing a strategy to

improve tourism performance that can produce optimal economic and ecological impacts for all parties involved, including private companies, local government and surrounding communities.

4.3. Policy Tourism Development Strategy through Community Development

The pattern of improving tourism performance by applying a community empowerment strategy is one option that can be implemented in East Java Province according to the results of the field analysis. Various parties can also be involved, namely private companies, local governments and especially local communities. Each of these parties can establish partnerships to carry out a series of actions or joint activities in accordance with their respective roles and authorities. This pattern also emphasizes on increasing the role of local communities to be more involved in marine tourism activities and to get benefits from these activities.

A suggested tourism development strategy model includes three levels, namely the initial level, the level of development and the advanced level. The process at these levels includes the development of a community empowerment approach strategy from a directive strategy that is instructive to a non-directive strategy that is more participatory. The directive approach emphasizes efforts to initiate the formation of a tourism culture among local communities. On the other hand, a more participatory

non-directive strategy emphasizes the development of a marine tourism culture that is integrated with the daily life of local communities so that people have awareness to maintain the sustainability of natural resources around them. The directive and non-directive strategies emphasize the high involvement of the community in strategies to improve the performance of the tourism sector.

The pattern of improving tourism performance, especially marine tourism by using community empowerment, can go through several levels which include the initial level, the level of development and the advanced level. These levels illustrate that there is a shift in the process of improving tourism performance. The government has a crucial role at the initial level because the government has the authority to develop an area, so that the government's commitment to tourism development has been recorded in the regional development vision and mission.

In the early stages, the contribution and role of the community is still not visible because this initial level emphasizes more on directive (instructive) strategies in community empowerment strategies. This directive strategy is directed at shaping the mindset and social system of tourism in the community. The government still needs to mobilize people to have attitudes and actions that can support tourism activities. This can be made easier if the government understands the characteristics of the local community so that it is better able to adapt to change.

Local governments must also be able to work together with private companies in efforts to develop tourism activities in an area. This collaboration can certainly guarantee the sustainability of the program and can indirectly create trust in the views of the community. This is because the community can start to benefit from the tourism industry activities taking place in their area. This situation can certainly create awareness to stay sustainable and even develop their position in a series of activities in tourism. The benefits of tourism development for the local community include a sense of belonging to the tourism industry activities that take place in their area.

In the advanced stages of tourism development, there is a balance of capacity between the parties that play a role in the tourism industry. The relationship between private companies, government and local communities is increasingly fitted and balanced. In this situation, the tourism industry can not only generate profits for the private sector but can also provide benefits for the local community in addition to increasing original local government revenue. Community awareness regarding tourism activities and a consideration of local thought patterns and wisdom to preserve the environment and local culture is needed for sustainable development. The community empowerment approach strategy has shifted at this level from directive (instructive) to participatory or non-directive patterns.

4.4. Policy of Marine Tourism in Economy Aspect

Tourism as a locomotive of economic growth has been able to create jobs, reduce poverty, and strengthen people's purchasing power. To realize sustainable tourism, a tourism policy strategy must have two objectives namely to maximize the contribution of tourism resources that have been proven capable of providing added value economically, and strive to develop new economic potentials that have not been explored. Liu & He, (2018); Sangha et al., (2019); Scott et al., (2019); Sheppard & Fennell, (2019); Sudarwati & Rukminingsih, (2018); Wondirad, (2019); Wu & Tsai, (2016); and Ziegler et al., (2019) designed accounting systems that incorporated environmental and socio-cultural issues into a holistic ecological economic system.

The implementation of sustainable development emphasizes two strategies that must be realized, namely first creating a symbiosis of mutualism between tourism, agriculture and maritime affairs. All agricultural and marine products obtained must be packaged and marketed in accordance with international business standards to support the uniqueness of the destination. All of East Java Province's economic activities must be shared with marginalized farmers and fishermen. To realize this, a good corporate governance must be carried out in the tourism business, namely transparency, governance structure

phase, process and governance outcome so as to increase the economic value of tourism. Second, take advantage of tourism business opportunities that have not been explored to date. Various tourism products such as religious tourism, convention tourism, nature tourism, and others.

This opportunity has been supported by a market shift from mass consumption patterns to tourism that is of special interest and environmentally friendly. Community priorities encourage improvement in the quality of infrastructure and then improvement in the quality of tourism human resources. If this is realized, then the future of tourism will have better economic competitiveness and have a competitive position to other international tourism destinations.

4.5. The Socio-Culture Aspect of Sustainability Relating to Marine Tourism

Tourism has become a sector that causes interaction and mobility of local and world communities which results in cultural context and cultural contact between people, ethnicities and nationalities. Tourists come with a culture that is in fact different from the local culture. This raises social pathogens and conflict vulnerability. For this reason, the emphasis in the perspective of public policy must aim at building cultural resilience, strengthening social integration and empowering local communities.

Data suggests attention to socio-cultural aspects in tourism is still very

low. This is due to various measures or indicators used are performance indicators that are measured statistically or quantitatively. Meanwhile some of the socio-cultural issues are qualitative so they are not included in the indicators of development success. Thus, it is quite reasonable that development does not give serious attention to the socio-cultural aspects given the absence of a definite measure in finding causal relations of various socio-cultural phenomena.

The existence of imbalance conditions, it is necessary to formulate policies that require tourism businesses to prioritize and preserve the cultural uniqueness while optimizing the role of local communities. The role of the local community cannot be ignored, rather it is optimized because the community attaches to the uniqueness and diversity of cultures in creating identity and identity, as part of inclusive tourism development. The empowerment process also aims to improve economic and spiritual well-being so as to be able to achieve the intellectual abilities of a just and civilized society.

This policy can be derived through tourism policy making by creating tourism events such as festivals promoting cultural attractions and involving the international community and media for promotion and to encourage diplomacy between the local community and the international world. The combination or collaboration of the above efforts will

be a start for the formation of a positive image and solid tourism identity. This becomes very crucial, where the decision of a tour is determined by the image and identity of a tourist destination. In addition to strengthening the credibility of tourism is a positive collaboration that is part of tourism diplomacy. The success of cultural preservation in tourism is the success of sustainable development in the future.

4.6. The Environmental Aspect of Sustainability of Marine Tourism

Developing the concept of sustainable tourism, tourism stakeholders, public and private, must prioritize the movement to control the detrimental effects of tourism. Tourism, which often utilizes the natural environment for development of tourism attractions, should consider the protection and preservation of the environment, for the benefit of future generations. Attention to the existence of the environment is also an actualization of recognition of the values of civil society.

Policy strategies regarding environmental aspects may be preventive or repressive by involving all tourism development stakeholders. Preventive, done by making a blueprint for environmental standardization. This policy serves as a guideline, criteria, technical procedures and performance determination for tourism actors in managing and maintaining the existence of tourism businesses in the future, as well as promoting

protection or conservation of the environment. Policies that establish natural conservation areas such as beaches, lakes, forests and cultural heritage will be able to reduce the negative impact of tourism commercialization.

The construction of this policy will limit the tendency of the conversion of productive land to areas of business activity that violate layout and spatial planning. Preventive policies if not followed by repressive policies, will be in vain. Decisive and impartial action against tourism actors proven to be against the law, pollution and environmental destruction must be not be ignored. Repressive measures can be administrative in nature, namely warnings, coercion, and revocation of permits from the government, whereas for serious violations of the law can be criminally prosecuted.

5. CONCLUSIONS

This research was conducted with the aim of understanding the development of marine tourism in East Java Province in order to make a better contribution to regional economic development and improve community wellness by increasing community involvement in tourism activities.

Research data, in the form of observation, interviews, data collection activities, documentation, interaction and interpretation in this research, has led to conclusions and recommendations regarding tourism development strategies, especially

community-based tourism, focusing on marine tourism. Strategies to improve tourism performance by adopting a community approach strategy that emphasizes encouraging community involvement in stages to improve tourism performance. In addition, the marine tourism development model in the coastal area of East Java Province can also adopt a community-based tourism development approach.

More specifically, the tourism performance improvement strategy that adopts a community development approach includes three levels of implementation, namely the initial level, the mid-level and the advanced level. The initial level uses a directive strategy that is instructive. This strategy in the middle level shifts to a combination of directive and participative strategies. The last level is an advanced level which contains entirely non-directive strategies that are participative in nature.

6. MANAGERIAL IMPLICATIONS

Sustainable tourism development in East Java Province is a policy in development that has economic, socio-cultural, and environmental dimensions with a foundation of justice not only for the current generation but also for future generations. This concept emerged as a result of economic development and its impact on East Java Province. For the successful development of sustainable tourism there must be (1) concern for sustainable development and an understanding of the various

challenges, (2) attention to the costs and benefits of tourism development. For this reason, tourism is seen as a system that is interrelated and interacts with one another.

Policy synergy is needed with a multi-sector and multidisciplinary approach. The synergy between the government, the private sector and the local community in creating sustainable tourism strategies could make East Java Province tourism competitive to other international tourism destinations. Therefore, there needs to be several strategies to develop tourism together with cultural and natural conservation considerations. This strategy is adapted to the region and demographic conditions of the East Java Province region.

Although there are challenges, the concept of sustainability remains a driving force for tourism development in the long-term, by facilitating cooperation and collaboration between different stakeholders. This is a significant benefit to maintaining tourism as a whole, as well as significant advantages towards forms of tourism that respect and adhere to local considerations (social, cultural, environmental and economic). Inevitably, all forms of tourism development can only be assessed as sustainable or not sustainable after a long time, and even then the need to remain current is assumed to be the same at that time.

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