

THE DEVELOPMENT POLICY STRATEGY OF THE MANDALIKA TOURISM SPECIAL ECONOMIC ZONE, LOMBOK

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ABSTRACT

The development of the Mandalika Tourism Special Economic Zone (SEZ) is still running. Fluctuated economic and politic condition is in line with the changing national situation regarding policies of this SEZ. Being a new magnet of tourism, The Mandalika SEZ has demonstrated its role for coastal areas development in West Nusa Tenggara province. The sustainable development of this SEZ in the future are highly influenced by numerous action scenarios setting by stakeholders in multiple different layers. This research was aimed at analyzing a sustainable policy strategy for the Mandalika SEZ development in Central Lombok, Indonesia. It was conducted on October 2019 to March 2020. Data were gathered through in-depth interviews, Focus Group Discussions (FGD), and field observation. The MULTIPOL (a multicriteria-based policy analysis software) was used in seeking sundry possible implemented scenarios, policies, and actions. This research focused on establishing three scenarios, five policies, seven actions, and eleven evaluative criteria in analyzing the sustainability of the Mandalika Tourism SEZ. These numbers of scenarios, policies, actions, and criteria are established based on this research. The results of this research indicate the development of Mandalika Tourism SEZ currently can be conducted by integrating investment and local capacity empowerment (Blend-Based Scenario). The range values of this scenario starting from 12.2 (local-entrepreneurship policy) to 14.2 (man-made policy). This scenario accommodates policies both, developing local potency policies (local-entrepreneurship, and culture-tourism) and policies possibly opening investment (man-made, transportation-infrastructure, and adoption of information-communication-technology). The attention on balancing programs on either investment or empowering local capacity needs to be looked after by stakeholders in multi-level institutions.

Key words: Policy, Strategy, MULTIPOL, Mandalika SEZ, Tourism

INTRODUCTION

The travel and tourism sector is considered one of the largest and most diverse economic activities in the world. Tourism as one of the world's main industries has attracted many economic benefits for tourist destinations (Webster and Ivanov, 2014). In many tourism areas, governments have a legitimate interest in ensuring that certain standards of tourism competence and good conduct apply in the marketplace. The government resolves problems and disputes arising from tourism activities. To better understand how the government is involved in the tourism industry, public sector actions can be classified into four categories: policy, planning, development, and regulation. In each of these areas, the government plays an important role, even by facilitating or hindering tourism development. The tourism regulatory base, including guidelines, objectives, development strategies, and promotions builds a world of public tourism policy, where decisions are made with a direct impact on a tourist destination (Baptista et al., 2019).

The main function of the tourism industry is to serve tourists. Its success depends on positive relationships from all sectors. Synergy among tourism service providers will reflect the positive experience of each tourist. Tourism consists of four main sectors,

namely transportation, accommodation, additional services, and sales and distribution (Camilleri, 2018). Policies and planning for the tourism sector should describe the opportunities, conditions, and boundaries of planning zones at the country or sub-country level. Even if tourism is the dominant sector in the economy, it should reflect national development aspirations and priorities. It is not and should not be considered as a stand-alone sector as tourism is influenced by many other sector policies. There are two reasons for making policy and planning, namely (1) evaluating the scarcity of available resources that support development initiatives, and (2) allocating these scarce resources efficiently.

Tourism policy aims to combine five main objectives related to their nature and phenomena and dimensions. There are differences in the intensity and level of government objectives based on the political system, level of economic development, and level of tourism destination development. The five objectives are (1) to pursue tourism growth or remain competitive, in the case of mature tourist destinations; (2) related to the spatial dimension of tourism and its impact on land use; (3) tourism is also an experience or service that is consumed by the community, so its objectives are related to providing security, satisfaction, and fulfilling the experience of visitors; (4) coordination appears to be a central need because of the transverse nature of the issue;

(5) the most classic goal is investing in the dissemination of research and production of knowledge and ideas and creating tools that enable innovation and improvement (Velasco (2016). Tourism development should be economically and environmentally sustainable. Sustainable tourism should be guided by three principles, namely justice, sustainability, and Sustainable development of local government systems to build and improve community positivity and welfare through tourism (Chile and Xulu, 2015).

As one of fifteen Special Economic Zones (SEZ) developed in Indonesia, Mandalika has become a new magnet for tourism in Southern Indonesia. The presence of the Mandalika Tourism SEZ has become a connector for two world tourism destinations, namely Bali and Komodo (Adam, 2019). This area covers an area of 1,175 hectares which includes four villages in the Pujut District in Central Lombok Regency. The development of this area is very dependent on the participation of stakeholders both vertically and horizontally. The synergy of these stakeholders will create policies and programs that will later facilitate access to development in this region. The important role of actors in formulating policy strategies will greatly determine the success of the program (Wardono et al., 2019). This Tourism SEZ has been going on for more than six years since it was first established in 2014. The existence of this SEZ has been widely studied such as promotion strategies (Adam, 2019), land ownership status (Hakim et al., 2018), its comparison with other SEZs in Indonesia and China (Darmastuti et al., 2018), strengthening community capacity (Mahsun et al., 2019), local culinary potential (Suteja and Wahyuningsih, 2018), management (Hidayat, 2018), tourist village objects (Prasyanti, 2019) and the concept of ecotourism-based tourism (Estriani, 2019).

The sustainability of this SEZ development in the future is largely determined by various action scenarios prepared by policymakers (stakeholders) at different levels. Studies on policy implementation scenarios with various programs using foresight analysis have never been conducted. This research has a novelty in the form of foresight analysis method combined with socio-ecological system analysis in terms of criteria and objectives to be achieved by the SEZ. The aim of this research is to find the right policy strategy for the sustainability of the Mandalika Tourism SEZ development in Central Lombok. The results of this study are expected to be the basis for decision-making for stakeholders in planning and evaluating the development of the SEZ in the future.

RESEARCH METHOD

This study uses qualitative analysis, namely an approach to examine and understand the meaning of individuals or groups that describe a social or human problem. The research process involves questions and procedures that arise, data is specifically collected in the

setting of participants, conductive data analysis is built from specific themes to general themes, and the researcher makes interpretations of the meaning of the data (Creswell and Creswell, 2018). This research is located in three villages in Pujut District, Central Lombok Regency, West Nusa Tenggara Province (NTB) which is the center for the development of the Mandalika Tourism Special Economic Zone (SEZ) which has developed and has become an international class tourist destination. Data collection consists of primary data and secondary data. Primary data was obtained through a focus group discussion (FGD) technique which was conducted in November 2019 on the island of Lombok. In addition, interviews were also used to support the results obtained from the FGD. The data obtained from key informants were then paralleled with the results of the FGD. This FGD consists of policymakers (stakeholders) in Central Lombok and is considered to be directly or indirectly related to the development of the Mandalika Tourism SEZ.

The approach in data analysis in this study is Prospective Analysis using the MULTIPOL method which is a Multicriteria-based policy analysis developed by Michael Godet (2001) and Godet et al. (2004) as part of "Strategic Foresight". This method adheres to the general multicriteria rules by using scores and weights in determining the hierarchy or the best choice. There are several main differences between the method and other multi-criteria, namely this method unites a participatory approach through the involvement of policymakers (stakeholders) in multi-criteria assessment and evaluation of actions or program alternatives not only against the criteria used but also an interaction between the three main components, namely Actions, Policy, and Scenario (Fauzi, 2019). The interaction of these three components results in two types of evaluation within MULTIPOL (Stratigea, 2013; Fauzi, 2019; Santhyasa et al., 2020). First, evaluation is based on the relationship between action and policy. This relationship determines the action that best fits each constructed policy which is represented in the (hierarchical) level of action against the policy. Second, evaluation is based on the relationship between policies and scenarios that produce a policy hierarchy and its impact on each existing scenario (Santhyasa et al., 2020). The relationship between the three main components (action, policy, and scenario) is shown in Figure 1 below.

The process of data collection and data processing in MULTIPOL is composed of four main steps, namely initial information collection, formulation of key questions, implementation of Focus Group Discussions (FGD), and results. The framework for this analytical tool is based on extracting information from stakeholders on a reciprocal basis with a participatory approach to multi-criteria principles. There were two FGDs, the first as input in the MULTIPOL software which was based on several key questions regarding evaluation criteria, weighting related to scenarios and policies, and the

impact of actions, policies, and scenarios on the objectives to be achieved. The second FGD will produce the desired outcomes such as policies, actions, and policy frameworks (Fauzi, 2019). An illustration of the MULTIPOL framework process is presented in Figure 2 below.

The framework above gets broken down into six stages of the process, namely item determination, weight determination, impact assessment, evaluation, and policy framework. The first stage begins with determining scenarios, policies, actions, and evaluation criteria. The second stage is weighting for scenarios (1-6), policies (0-100), and actions (0-100). These two stages are included

in the participatory step or approach. The third and fourth steps are impact assessment and evaluation of scenarios, policies, and actions, respectively. The final step is the creation of a policy framework based on specific scenarios and actions (Fauzi, 2019). The results obtained from this analysis process are interpreted based on each policy and the average score, as well as the standard deviation obtained. The average shows a measure of the overall performance of each action against policies (or programs against policies), and the standard deviation value provides an overview of the sensitivity level of each action against policies (Stratigea et al., 2013; Fauzi, 2019).

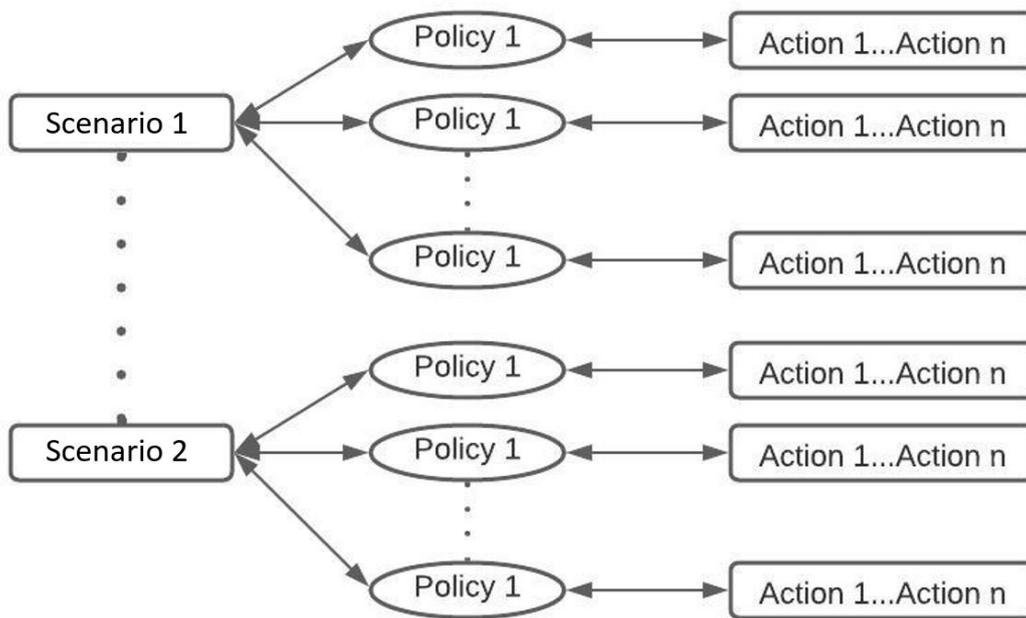


Figure 1. Interaction of Scenario, Policy and Action (Fauzi, 2019)

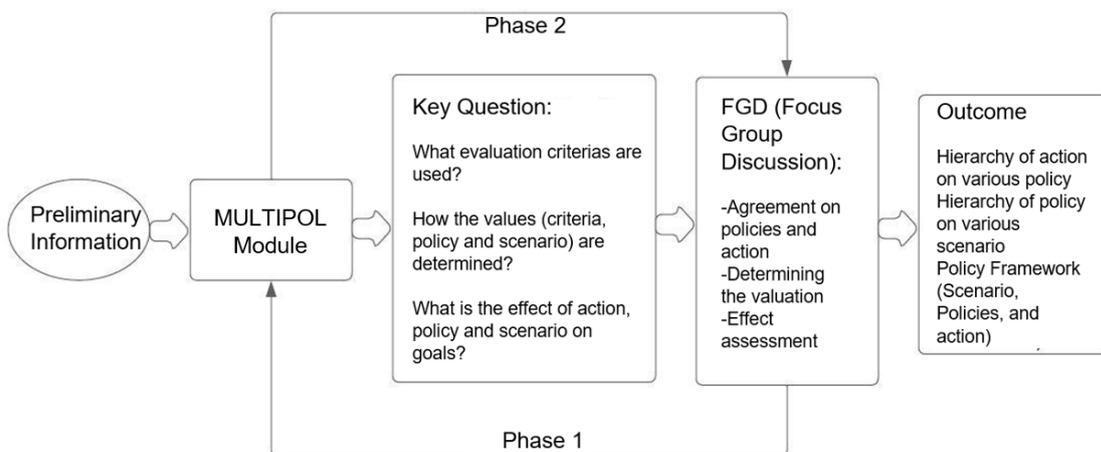


Figure 2. MULTIPOL Framework (Modified from Stratigea, 2013; Fauzi, 2019)

RESULT AND DISCUSSION

The development of a region, including policy-based tourism development, is closely related to the sustainability aspect (Santhyasa et al., 2020). The development of the Mandalika Tourism Special Economic Zone (SEZ) has been running for more than six years since it was established in 2014 and is expected to continue growing and remain sustainable both from the economic, social, environmental, and cultural aspects. This SEZ is a manifestation of tourism policy (Tourism policy) as defined by Velasco (2016) as discourse, decisions, and practices driven by the government, sometimes in collaboration with the private sector or social actors, which aims to increase the diversity of objects related to tourism. Vucetic (2009) states that without the design and implementation of suitable tourism policies, there will be no development of appropriate tourism products, even if the approach is micro- or macro.

Seeing the source of the initiative to launch the Mandalika SEZ tourism development policy came from the central government policy (top-down) then synergized with various interests at the regional level. The purpose of the Mandalika SEZ is to create a new tourism area in Central Lombok Regency with the potential of supporting natural resources. Of course, this policy is good from the aspect of regional development. The existence of central policies implemented in the regions will bring in the flow of energy and resources to the regions, but how much energy and money rotates and provides welfare improvements to local communities as resource owners will be largely determined by the design of the policy strategy (policy) made including the level of seriousness in implementing policies in the form of programs (actions) as well as evaluating the achievements, obstacles, and challenges faced for policy

improvement in the future. This includes the scenarios built on policies that have been made by the government

1. Components of Evaluation of Criteria, Policies, Actions, and Scenarios for The Development of The Mandalika Tourism SEZ

The criteria for developing the Mandalika Tourism SEZ are determined based on five objectives with eleven development evaluation criteria as shown in Table 1 below.

The development of the Mandalika Tourism SEZ is directed by referring to the five basic policies (Policy) as follows:

- 1) Tourism development emphasizes cultural icons attached to the community (P1) which is abbreviated as Cult-Tour (culture-tourism)
- 2) Tourism development based on artificial attraction (P2) is abbreviated as Man-Made.
- 3) Adoption (ICT: information, communication, and technology) for local capacity building (P3) is abbreviated as ICT-Adopt.
- 4) Development of local self-employment in the tourism sector for sustainability (P4) abbreviated as Lo-Preneur (local-entrepreneurship).
- 5) Provision of main and supporting infrastructure for transportation (P5) or Trans-Infra.

Another input component needed for the implementation of MULTIPOL is an action for the development of the Mandalika Tourism SEZ. Some of the actions in the form of programs offered are shown in Table 2 below.

The implementation of the Mandalika SEZ development policy that can be sustainable in the future is built on three main scenarios, namely tourism focusing on investment (S1: Inv-Based), tourism focusing on local resources (S2: Loc-Based), and tourism involving investment and strengthening local capacity (S3: Blend-Based)

Table 1. Evaluation Criteria for The Development of The Mandalika Tourism SEZ.

Num	Goals	Criteria
1.	Economy Development	Investment Increase Revenue Increase Competence Increase
2.	Environmental Protection	Pollutant Reduction Habitats and Important Ecosystems Protection
3.	Social Cohesion	Employment Start-up Growth Crime Rate Reduction
4.	Accessibility	Infrastructure Network Increase
5.	Culture Preservation	Number of Festival Held Cultural Studies in Formal Education

2. Framework Development of Mandalika Tourism SEZ

In the MULTIPOL analysis, the interaction between the three components of the analysis (action, policy, and scenario) results in two types of evaluation, namely (1) action-based evaluation of policies, and (2) policy-based evaluation of scenarios.

a. Action-Based Evaluation of Policies

As shown in Table 3, the highest score is indicated by three actions (programs) which are ecotourism development program (score 15.1), investment action (score 14.8), and tourism village action based on local wisdom (score 14,5). The score indicates the level of influence of the actions (programs) on the policies. The higher the score the better. The three actions (programs) have a strong level of influence with low dependence. The action with the lowest score was occupied by the information, communication, and technology (ICT) network improvement and development program with a score of 5.4.

The type of evaluation as shown in Table 3 above shows that tourism development policies that emphasize cultural icons attached to the community (P1) can be carried out in three forms of programs, namely ecotourism (Action 1), tourism village based on local wisdom (Action 3), and strengthening local resource-based MSME incubators (Action 7). Furthermore, tourism policies based on artificial attraction (P2) and ICT adoption policies are largely determined by

investment-based programs (Action 4). The policy of developing local entrepreneurial independence in the tourism sector can be carried out with three types of programs, namely ecotourism (Action 1), village tourism (Action 3), and strengthening local resource-based MSME incubators (Action 7). Lastly, the infrastructure provision policy (P5) can only be carried out with an investment program (Action 4).

b. Policy-Based Evaluation of Scenarios

Based on Table 4, it is clear that the tourism development policy based on artificial attraction (P2) is best in the tourism scenario by focusing on investment (S1: Inv-Based), while the local entrepreneurship self-reliance development policy in the tourism sector for sustainability (P4) is the highest. in the tourism scenario that focuses on local resources (S2: Loc-Based), and tourism policies based on artificial attraction (P2) are in the tourism scenario involving investment and strengthening local capacities (S3: Blend-Based). Based on the average scenario built, the highest policy is tourism based on artificial attraction (P2), then followed by the policy of adopting ICT (P3) and tourism development that emphasizes cultural icons attached to the community (P1). The three policies have a significant influence on the five policies that have been determined. Based on the developed scenario, the tourism scenario involving investment and strengthening local capacity (S3: Blend-Based) is better than the other two scenarios.

Table 2. Action in The Mandalika Tourism SEZ Development Program

Num	Code	Description
1.	<i>Ecotourism</i>	Development of ecotourism based on local natural resources within the SEZ area and supporting areas (buffer zone)
2.	<i>Infras</i>	Development and Strengthening of Main and Supporting Infrastructure of SEZ
3.	<i>VilTurLocW</i>	Development of Tourism Villages based on local wisdom of indigenous peoples
4.	<i>Investing</i>	Expanding access to investment originating from within and outside the country
5.	<i>ICT</i>	Improvement and development of information, communication and technology networks
6.	<i>Trainings</i>	Improving the technical (skills) and non-technical (managerial) capabilities of the community
7.	<i>Enterpren</i>	Strengthening and developing various UMKM incubators based on local resources.

Table 3. Action-Based Evaluation of Policies.

Policy / Action	P1	P2	P3	P4	P5	Moy.	Ec. Ty	Number
1: Ecotourism	15,1	12,9	13,4	14,1	13,2	13,8	0,8	7
2: Infrac	12,6	13,5	13,2	11,9	13,2	12,9	0,6	5
3: VilTurLocW	14,5	10,1	11,4	13,2	11,1	12,1	1,6	3
4: Investing	11,7	14,8	14,2	11,3	13,9	13,2	1,4	6
5: ICT	5,4	6,5	6,9	5,4	6,9	6,2	0,7	1
6: Trainings	8,1	6	7,2	7,8	6,9	7,2	0,7	2
7: Enterpren	14,1	10,9	12,9	13,1	12,2	12,7	1,1	4
Average	11,64	10,67	11,31	10,97	11,06			

MULTIPOL analysis explains the relationship between action and policy, and policy and scenario. The closer the relationship between each component of action and policy, the more likely it is that the scenarios developed will be realized. Of course, sustainability considerations are very important from the economic, social, and environmental aspects as limitations. The development programs contained in the Mandalika Tourism SEZ based on the MULTIPOL analysis show three bases that can be taken, including the accompanying policies. The relationship between action (program) and policy (policy) can be described as follows.

Based on the picture above, it can be explained that the investment (action) program and infrastructure development (infras) can be implemented using an artificial attraction-based tourism policy approach (P2: Man-Made). The ecotourism development program (ecotourism) and the initiation of the Tourism Village (ViITurLocW) can be run with two policies at once, namely a cultural icon-based tourism policy (P1: Cult-

tour) and a policy of entrepreneurial independence in the local tourism sector (P4: Lo-Preneur). Although the entrepreneurship independence policy in the local sector (P4: Lo-Preneur) has a small value in the policy average (Table 3), it also needs to be considered. Of course, this policy can be carried out by local governments through interventions to break the poverty chain which is the difference between regions (Adrianto and Iskandar, 2020). The role of the government in encouraging the growth of entrepreneurship (entrepreneurship) through small industry policies through providing assistance and training to individual businesses in improving their business (Soreas et al., 2015). This includes being able to be applied to other programs such as training activities and strengthening MSMEs at the local level (enterpren) can also be carried out with P1 and P4 policies. Finally, the investment program (investing) and procurement of ICT (ICT) can be run with two programs at once, namely the provision of infrastructure (P5: trans-infra) and the adoption of ICT (ICT).

Table 4. Policy-Based Evaluation of Scenario.

Scenario / Policy	S1	S2	S3	Moy.	Ec. Ty	Number
1 : Cult-tour	10,4	13,4	13,4	12,4	1,3	3
2 : Man-Made	16,2	10,1	14,1	14,5	2,5	5
3 : ICT-Adopt	13,8	12	13,2	13	0,7	4
4 : Lo-Preneur	7,9	14	12,2	11,4	2,5	1
5 : Tran-Infra	12,8	11,2	12,8	12,3	0,7	2
Average	12,22	12,08	13,14			

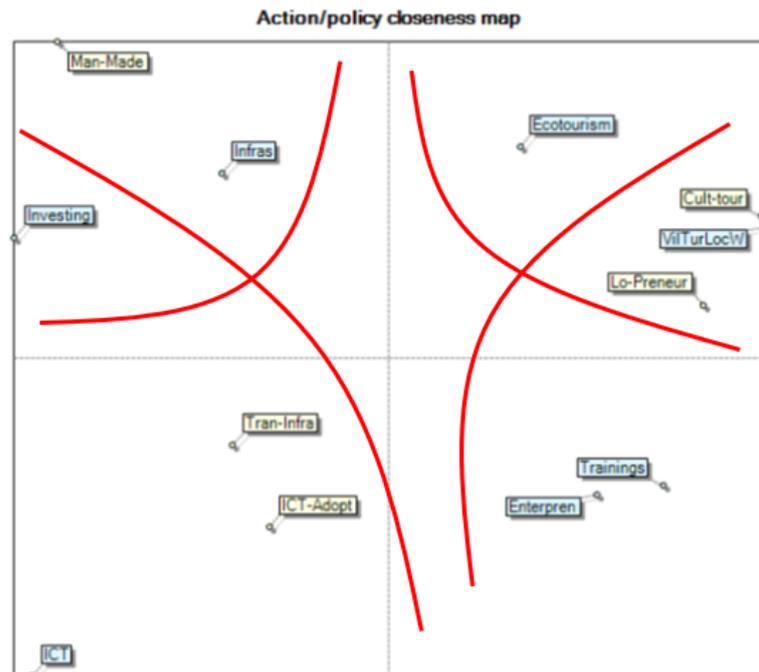


Figure 3. Relationship Between Policy and Action (results of MULTIPOL analysis, 2021)

The policy direction (policy) for the sustainable development of the Mandalika Tourism SEZ based on the three scenarios above when arranged horizontally in the form of a policy framework (framework) will look like in Figure 5. Each scenario may carry out different actions (programs) depending on the policy that has been determined.

In the Figure 5, it can be seen that the first scenario (investment based) encourages programs related to investment and strengthening infrastructure, with a small portion for the development of ecotourism and strengthening other local potentials. This scenario is currently being carried out by the management of the Mandalika SEZ. On the other hand, if the second scenario (local based) is taken, then man-made and inadequate infrastructure will cause the SEZ to have a weak attractiveness for economic development. In the third scenario (blend-based), there is a big investment impetus and at the same time strengthening local potential and ecotourism. The implication of this is that the goal of making Mandalika SEZ as a driver of regional economic development will be achieved, and

strengthening local potential will ensure the sustainability of the SEZ and the maintenance of the quality of socio-ecological system (goals and criteria in Table 1).

The Mandalika Tourism SEZ development strategy as defined above should be carried out by considering the attributes of governance transactions proposed by Verhaegen and Huylenbroeck (2002), namely (i) asset specificity, (ii) uncertainty, and (iii) frequency. Specificity can consist of specificity of location, time, physical, human resources, brand name, and contribution. These six different specialties can happen at the same time. Two types of transaction uncertainty are environmental (exogenous) and behavioral (endogenous). The frequency of transactions is important in the choice of a governance structure concerning the cost recovery of a particular governance structure. Other things that also need to be considered are the governance structure, intensity of incentives, administrative controls, adaptation mechanisms, and contracts made in the Mandalika Tourism SEZ

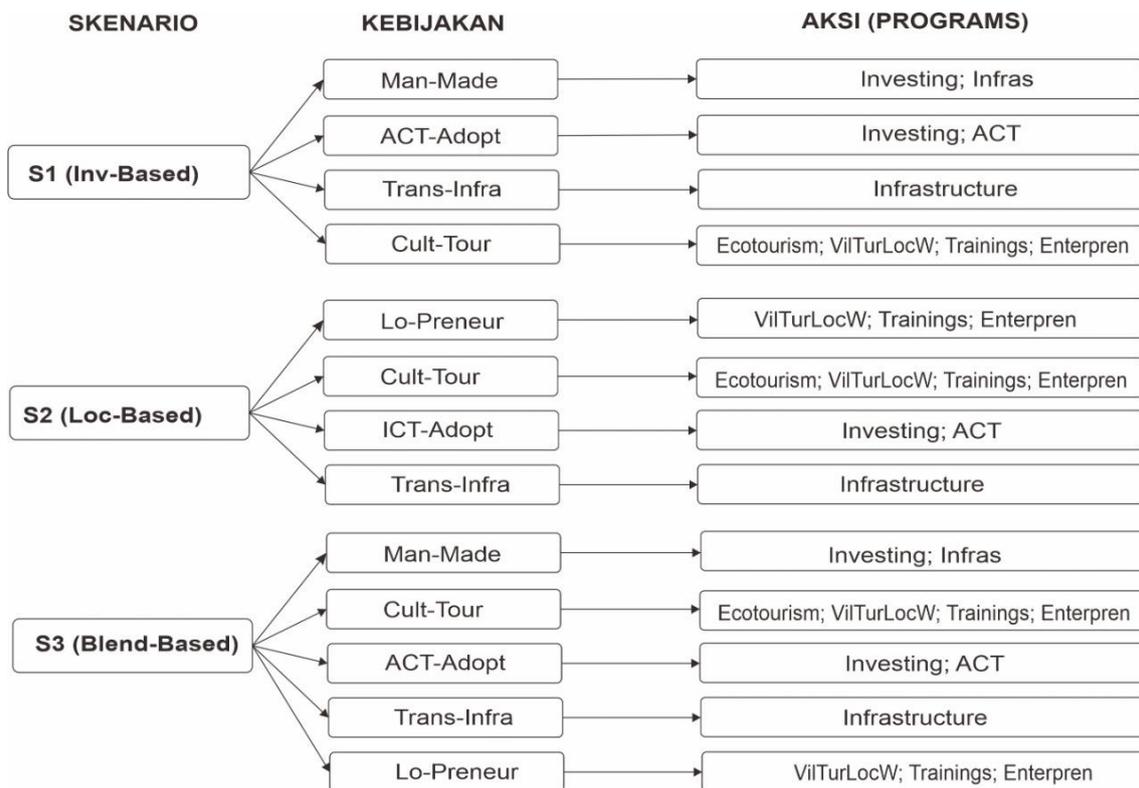


Figure 5. Potential Policy Path (policy path) and Action (program)

CONCLUSION

The sustainable policy strategy for developing the Mandalika Tourism SEZ can be done with a scenario that combines investment and strengthening local capacity (Blend-Based). This scenario has the highest score compared to the other two scenarios. In this scenario, the lowest point is 12.2 for local entrepreneurship (lo-preneur), and the highest is 14.1 (man-made). This scenario accommodates local potential development policies (local entrepreneurship and culture-tourism), as well as policies that open investment opportunities (man-made, transportation and infrastructure, and adoption of information and communication technology). Looking at the development of the Mandalika SEZ development to date, the emphasis of the policy is still more visible on efforts to open up investment opportunities, including the construction of road infrastructure, hotels, and the construction of moto-GP facilities; while the development of local potential has not received great attention. It is recommended that in line with the entry of investment, attention, and efforts to develop local potential also receive a balanced portion. Some suggestions need to be added here, namely:

1. To be effective, the implementation of the Blend-Based scenario needs to encourage the growth and development of entrepreneurs who have a social mission (social entrepreneurship) as the new focal point;
2. There is a need for arrangements that can direct investment into green investment, because the investments invested must ensure environmental sustainability to maintain carrying capacity and ensure the sustainability of Mandalika SEZ;
3. Research looking at the impact of investment (FDI) on economic value growing in the real sector needs to be developed using a macro scale (monetary policy) and a micro scale (measuring people's income levels) within a certain period of time.

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