

# Implementation of Community Empowerment Policy Through Sustainable Tourism Development, Indonesia

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**Abstract:** Sustainable tourism has emerged as a global strategy to drive economic growth and poverty alleviation. This study aims to analyze policy implementation and identify the enabling factors and barriers that influence policy implementation. This research employs a qualitative approach using descriptive methods. The research data consists of primary and secondary data obtained through interviews, observations, and documentation. There were 15 research informants. Informants were selected using purposive sampling based on considerations of strategic role, direct experience, and the relevance of their knowledge to the policy implementation under study. Data analysis was conducted qualitatively using NVivo 12 Plus software, which included open coding and selective coding processes to identify themes, group categories, and formulate research findings systematically. The research results indicate that the implementation of community empowerment policies through sustainable tourism in Pangkep Regency has shown significant progress, although several challenges remain, such as budget constraints and unequal access to training. Key supporting factors include promotional efforts, adequate infrastructure, business licensing procedures, and human resource development programs. The main obstacles consist of limited financial resources, low public awareness, and bureaucratic inefficiency. Key recommendations emphasize the importance of adequate funding, capacity-building programs, and strong collaboration between government entities, local communities, and related sectors to ensure the sustainability of tourism development.

## 1. Introduction

Sustainable tourism is a global strategy to boost economic growth and poverty alleviation (Geoffrey Deladem et al., 2021a). It is estimated that the number of people living in extreme poverty globally has increased by 70 million as a result of the impact of COVID-19, bringing the total to over 700 million. The global poverty rate has increased to 9.3%, compared to 8.4% in 2019. If current trends continue, it is estimated that around 574 million people, or about 7% of the world's population, will still be living on less than \$2.15 a day by 2030. (Mordeson & Mathew, 2024) As an effort, the United Nations World Tour-

ism Organization (UNWTO) emphasizes that the tourism sector has significant potential for job creation, increasing community incomes, and maintaining environmental and cultural sustainability. Thus, tourism can serve as a key indicator in combating poverty (Spenceley & Rylance, 2019). Several countries, such as Thailand and Costa Rica, have successfully utilized community-based tourism to improve economic well-being, particularly in rural areas facing limitations in the industrial and manufacturing sectors (Sharma et al., 2024).

In Indonesia, the high poverty rate is a major challenge that requires urgent government attention (Nugroho et al., 2021). According to data from the Central Statistics Agency (BPS) (Badan Pusat Statistik, 2024), the national poverty rate currently stands at 9.03%. A total of 24.06 million people in Indonesia currently live in poverty. Several poverty alleviation programs, such as social assistance, labor-intensive projects, and micro-enterprise empowerment, have failed to provide effective impacts (Astuti, 2024). One approach that is gaining increasing attention in poverty alleviation efforts is the development of sustainable tourism. The Indonesian government has issued several regulations to support the tourism sector, including Law No. 10 of 2009 concerning Tourism and Government Regulation No. 50 of 2011 concerning the National Tourism Development Master Plan (Nasution et al., 2022). These regulations emphasize the importance of tourism development that focuses not only on increasing the number of tourists but also contributes to the welfare of local communities and environmental conservation. This approach aligns with the concept of community-based tourism, which emphasizes the active participation of communities in managing and obtaining economic benefits from the tourism sector (Saputra & Paramitha, 2024).

However, the implementation of sustainable tourism policies as a means of poverty alleviation still faces many challenges (Scheyvens & Momsen, 2020). Some adopted strategies, such as developing tourism villages and providing skills training to local communities, often fail to deliver optimal results. Previous studies have shown that sustainable tourism development faces several obstacles, including limited access to capital, weak coordination between stakeholders, and low community capacity to manage tourism businesses. (Sulistiyowati et al., 2023), (Pratama & Kurnia, 2019) Therefore, a more targeted strategy based on local conditions is needed to ensure that the tourism sector can make a meaningful contribution to poverty reduction in Indonesia. Although various previous studies have identified obstacles to sustainable tourism development, most of these studies have focused more on aspects of destination management and community participation, while analysis of government policy implementation as an instrument of community empowerment strategies is still relatively limited. In particular, studies that use a public policy implementation perspective, such as the Edwards III policy implementation model that emphasizes the dimensions of communication, resources, implementer disposition, and bureaucratic structure, are still rarely applied to analyze the success of community empowerment through sustainable tourism development at the regional level.

One area with considerable potential that has not been fully utilized is Pangkep Regency. This area is rich in marine tourism resources, islands, and ecotourism, which can become a new source of economic income for the local community (Purnama, 2021). However, the poverty rate in several areas of Pangkep remains relatively high. In 2024, the poverty rate in Pangkep Regency reached 12.41%, making it the poorest regency in South Sulawesi in that year (Badan Pusat Statistik Provinsi Sulawesi Selatan, 2024). Therefore, community empowerment through sustainable tourism can be a strategic solution for poverty alleviation by optimizing local potential, improving community skills in managing tourism businesses, and strengthening synergies between the government, the private sector, and the local community. However, several problems still hinder the implementation of sustainable tourism as a poverty

alleviation strategy in Pangkep Regency. One of the main problems is the suboptimal utilization of tourism potential. Local communities have not been fully involved in the management of the tourism sector, both in business development and participation. In addition, there is still a lack of strong coordination between the local government, the community, and the private sector in developing sustainable tourism (Tina et al., 2021).

Based on this description, this study aims to analyze the implementation of community empowerment policies through sustainable tourism development in Pangkep Regency using the Edwards III policy implementation perspective which includes the dimensions of communication, resources, implementer disposition, and bureaucratic structure. This approach is used to identify supporting and inhibiting factors in policy implementation and explain their relationship with the level of community participation and the desire to develop locally-based tourist destinations. Academically, this study contributes to the development of public policy implementation studies in the sustainable tourism sector by integrating the Edwards III policy implementation perspective in the analysis of community empowerment based on local potential in a relatively limited area of study, namely Pangkep Regency.

## 2. Literature Review

In recent years, local economic development policies have increasingly positioned sustainable tourism as a strategic instrument for improving community well-being, particularly in areas with strong natural and cultural resource potential (Sharpley, 2020). Sustainable tourism not only focuses on increasing the number of tourists, but is also a social process that encourages active community participation in the management and utilization of economic, social, and environmental benefits in a sustainable manner. In this context, community participation is a key element in the successful implementation of community-based tourism policies.

Several studies have shown that collaboratively implemented community-based tourism (CBT) policies can increase community income while strengthening social cohesion and preserving local culture (Wang et al., 2021). However, these studies also emphasize that the success of these policies is heavily influenced by human resource capacity, particularly in destination management and digital literacy. Similar findings are also supported by research (Demirovi Bajrami et al., 2020) shows that the success of community empowerment through tourism villages is largely determined by synergy between stakeholders and strengthening local institutional capacity.

In addition to institutional aspects, regulatory and governance factors are also important determinants in the implementation of sustainable tourism policies. (Epifani & Valente, 2023) Research shows that the success of sustainable tourism development is influenced by regulatory permits, transparency in fund management, and cross-stakeholder collaboration through a triple helix approach. These findings suggest that successful policy implementation is determined not only by community participation but also by the effectiveness of policy communication, resource availability, and the implementing institutional structure.

On the other hand, the environmental dimension of poverty is also an important factor in the development of community-based tourism, especially in coastal and island areas. (Uribe Castañeda et al., 2024) This study shows that developing ecotourism without the support of community-based conservation policies can lead to pressures such as coral reef damage and environmental pollution. This suggests that the successful implementation of sustainable tourism policies requires the simultaneous integration of community empowerment and environmental protection.

Furthermore, the development of digital technology is also a new factor that increasingly determines the success of developing community-based tourism destinations. (Veseli et al., 2025) This demonstrates that digitalizing tourism promotion through social media and platforms can significantly increase market access for local destinations, despite the limited capacity of the community to utilize technology optimally.

In the context of Pangkep Regency, (Lestari et al., 2025) Research shows that the formation of Tourism Awareness Groups (Pokdarwis) has encouraged increased community participation in destination management and environmental protection. However, the study also identified limitations in market access, tourism product innovation, and supporting infrastructure. Therefore, a more comprehensive analysis of the implementation of community empowerment policies through sustainable tourism development is needed, using a public policy implementation perspective, to more systematically understand the factors influencing program success.

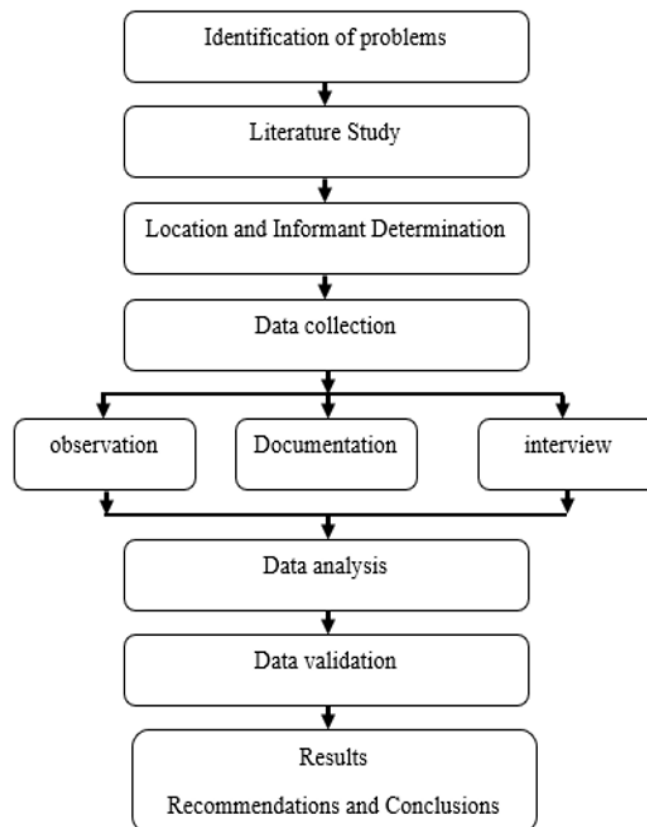
This study uses the policy implementation model from George C. Edwards III as an analytical framework to understand the success of the implementation of community empowerment policies through sustainable tourism development. This model emphasizes four main factors that influence the success of policy implementation, namely policy communication, resource availability, disposition or commitment of policy implementers, and bureaucratic structure. These four factors are used as an analytical framework to identify supporting and inhibiting factors in policy implementation and their relationship with the level of community participation and the desire to develop tourist destinations in Pangkep Regency. Based on this framework, this study positions policy implementation as the main variable that influences the success of community empowerment, which in turn contributes to the desire to develop tourist destinations and strengthen the local economy in a sustainable manner.

### 3. Research Methods

The research method used in this study is a qualitative approach using descriptive methods to understand the implementation of community empowerment policies through sustainable tourism as a solution for local economic development in Pangkep Regency. This study explores in depth the dynamics of policy implementation, community involvement, and its impact on community welfare. Data sources for this study consist of primary and secondary data. Primary data were obtained directly through interviews with informants involved in policy making and sustainable tourism activities, as well as through direct observation of the socio-economic conditions of communities engaged in the tourism sector, and documentation. The number of informants in the study was 15 people consisting of the head of the tourism office, two village heads, two heads of tourism awareness community groups, and ten sellers or traders selling around tourist attractions. In this study, informants were selected purposively based on the consideration that they have a strategic role, direct experience, and relevant knowledge related to the implementation of community empowerment policies through sustainable tourism development. The role of the informant is, the Head of the Tourism Office acts as a key informant because he has the authority to formulate strategic policies for regional tourism development and understands the direction of the program and government support for strengthening Pokdarwis. Furthermore, two village heads were selected as key informants at the local government level because they play a crucial role in supporting the implementation of tourism policies at the village level. Two Pokdarwis (Tourism Group) heads were selected as implementing informants because they are directly involved in the operational management of community-based tourism destinations, from coordinating tourism activities and developing local potential to increasing community participation in supporting tourism activities. Meanwhile,

ten vendors operating in the tourist area were selected as supporting informants because they are part of the community directly benefiting from tourism activities.

With this composition of informants, this study obtained comprehensive data through source triangulation, enabling a complete picture of the policy process, program implementation, and the impact of community-based tourism development. Secondary data was collected from various official documents such as regional regulations related to tourism development, government reports, previous research findings, and relevant academic publications compiled from Google Scholar. This research was conducted in Pangkep Regency, an area with significant potential for sustainable tourism development. The research framework used in this study is illustrated in Figure 2 below:



The diagram illustrates the research stages, starting with problem identification to determine the research topic. Next, a literature review was conducted to deepen the theoretical framework. The researcher then identified the research location and selected informants before proceeding to the data collection stage, which included observation, documentation, and interviews. The collected data were analyzed during the data analysis stage and subsequently validated to ensure accuracy. The findings were then compiled into research findings, which concluded with recommendations and conclusions. Each stage was interconnected to ensure accurate and reliable research production. The collected data were analyzed using NVivo 12 Plus software, which serves as a tool for systematic and efficient qualitative data analysis. NVivo 12 Plus was chosen for its ability to assist researchers in managing, organizing, and interpreting large volumes of data in a more structured manner (Kraiwanit et al., 2023). This application also supports data presentation in visual formats such as graphs, diagrams, and concept maps, thus facilitating a more communicative and focused presentation of research findings (Moncada, 2025).

## 4. Results and Discussion

The implementation of community empowerment policies through sustainable tourism development in Pangkep Regency was analyzed using the Edwards III policy implementation model, which emphasizes four main variables, namely communication, resources, executor disposition, and bureaucratic structure. These four variables play an important role in determining the effectiveness of policy implementation at the regional level.

### 1. Policy Communication

Communication is an important factor in ensuring that policy goals and directions can be understood by all implementing actors and target groups (Posangi et al., 2020). The results show that policy communication between the local government and the community has been carried out through coordination meetings, program socialization activities, and informal communication media such as WhatsApp groups between the local government and tourism awareness groups (Pokdarwis). The communication mechanism shows the local government's efforts to build cross-actor coordination in supporting the implementation of sustainable tourism policies.

However, based on the perspective of the Edwards III policy implementation model, the effectiveness of policy communication is not only determined by the frequency of interaction, but also by the consistency of policy message delivery and the reach of information to target groups (Simanjuntak, 2021). The research findings show that the dissemination of policy information has not fully reached the people in the islands evenly. This condition shows that the policy communication dimension still faces limitations in ensuring a common understanding between the local government and the community as the main implementer of community-based tourism activities.

This finding is in line with research (Nicolaidis, 2020) which shows that limited policy communication can hinder community participation in the management of community-based tourist destinations.

### 2. Resources

The availability of resources is a strategic factor in determining the successful implementation of community empowerment policies through sustainable tourism (Sugeha & Nurmandi, 2021). Based on the research results, policy implementation in Pangkep Regency still faces limitations in the aspects of funding, human resource capacity, and supporting infrastructure for tourist destinations.

The limited regional budget is one of the main obstacles in developing tourist destination facilities and implementing sustainable community training programs (Kiswanto & Susanto, 2021). In addition, the capacity of the community in managing tourism businesses still needs strengthening, especially in the aspects of destination management, tourism services, and the use of digital technology for tourism promotion. In the Edwards III perspective, these resource limitations indicate that policy implementation has not been fully supported by adequate institutional capacity. This condition has an impact on the non-optimal utilization of regional tourism potential as an instrument of economic empowerment of local communities.

This finding is consistent with research (Sutomo et al., 2025) which shows that limited human resource capacity and budget support are the main factors affecting the effectiveness of community-based tourism policy implementation at the regional level.

### 3. Disposition of Policy Implementers

The disposition or attitude of policy implementers reflects the level of commitment and support of implementation actors to the stated policy objectives (Aneta & Tohopi, 2024). The results showed that the local government of Pangkep Regency has a fairly strong commitment in supporting the development of sustainable tourism through the formation of tourism awareness groups (Pokdarwis), the implementation of community training activities, and strengthening cross-sector coordination. In addition to the local government, community involvement through Pokdarwis shows a positive response to the implementation of tourism-based community empowerment policies. Community participation in tourism destination management activities shows that the implemented policy has gained social support from the target group.

However, the level of community participation is still uneven in all tourist destination areas, especially in the islands. In the perspective of Edwards III, this condition shows that the disposition of policy implementers is still partial and requires strengthening through increasing motivation, institutional capacity, and incentive support for communities involved in tourism activities. This finding strengthens the argument from research (Manaf et al., 2018) that the successful implementation of community empowerment policies is strongly influenced by the level of commitment of implementing actors at the local level.

### 4. Bureaucratic Structure

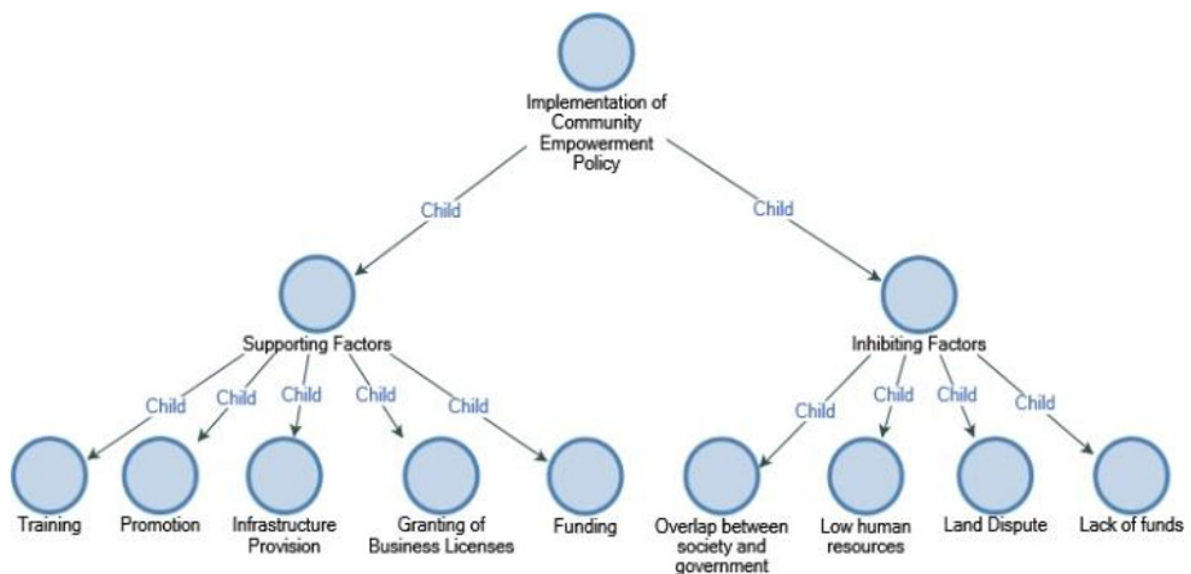
Bureaucratic structure plays an important role in ensuring that inter-organizational coordination runs effectively in policy implementation. The results showed that the implementation of community empowerment policies through sustainable tourism in Pangkep Regency involved several main actors, namely the local government, village government, tourism awareness groups, and local communities as tourism business actors.

Coordination between actors has been carried out through various planning activities and implementation of regional tourism programs. However, the results show that cross-sector coordination still faces several obstacles, especially in program integration between regional apparatus organizations and the involvement of the private sector in the development of tourist destinations.

In the perspective of the Edwards III policy implementation model, a bureaucratic structure that is not fully integrated can affect the effectiveness of policy implementation at the field level (Riduan, 2024). Therefore, strengthening institutional coordination and cross-sector program integration are important factors in improving the successful implementation of community empowerment policies through sustainable tourism in Pangkep Regency. This finding shows that the effectiveness of policy implementation is not only determined by the quality of program planning, but also by the capacity of institutional coordination in supporting policy implementation in a sustainable manner.

## B. Supporting and Obstructing Factors of Policy Implementation

Pangkep has a large area. potential in the tourism sector, especially marine tourism, ecotourism, and cultural tourism. To optimize this potential, the local government has implemented community empowerment policies through sustainable tourism approaches. However, the effectiveness of this policy implementation is affected by a number of supporting and hindering factors that interact to determine policy outcomes.



**Figure 3.** Supporting and Inhibiting Factors  
Processed by the researcher using NVivo 12 Plus

a.) Supporting Factors for the Implementation of Community Empowerment Policies through Sustainable Tourism

The results showed that the successful implementation of community empowerment policies through sustainable tourism in Pangkep Regency was supported by several main factors, namely destination promotion, infrastructure provision, ease of business licensing, strengthening human resource capacity, and financial support. These factors not only act as operational instruments for tourism development in the region, but also reflect the quality of policy implementation in the dimensions of communication, resources, and bureaucratic structure as described in the George C. Edwards III policy implementation model. Edwards III.

1. Promotion as a Policy Communication Instrument

The research findings show that destination promotion strategies carried out by local governments through digital media, tourism exhibitions, and cooperation with travel agents play an important role in increasing the visibility of tourist destinations in Pangkep Regency. In the perspective of policy implementation, promotion not only functions as a destination marketing strategy, but also as part of policy communication that expands the reach of tourism program information to the community and tourism market. This finding reinforces research (Monica & Habib, 2024) which shows that destination promotion is a major determinant in increasing the competitiveness of regional tourist destinations. However, in contrast to the findings of (Nikolskaya et al., 2020) which emphasize the dominance of national institutional-based promotions, this study shows that local government and local community-based promotions have a strategic role in expanding community involvement in tourism economic activities. Thus, promotion not only serves to increase the number of tourist visits, but also strengthens community participation in the management of community-based tourist destinations.

2. Infrastructure as Capacity Support for Policy Implementation

The results show that the provision of infrastructure is an important factor in supporting the effectiveness of sustainable tourism policy implementation in Pangkep Regency, especially due to

the characteristics of the archipelago that require support for transportation accessibility and basic tourist destination facilities. In the policy implementation framework, infrastructure is part of the resource dimension that determines the capacity of local governments in operationalizing tourism-based community empowerment policies (Sayuti, 2023). This finding is consistent with research (Purnomo et al., 2020) and (Silitonga et al., 2023) which show that the quality of destination accessibility has a direct effect on the development of community economic activities in tourist areas. However, this study provides an additional empirical contribution by showing that in the context of island regions such as Pangkep Regency, infrastructure not only functions to increase tourist visits, but also becomes the main prerequisite for local community involvement in the tourism economic value chain. Thus, infrastructure development has a strategic function in strengthening the inclusiveness of regional tourism policies.

### 3. Ease of Licensing as Bureaucratic Structure Support

The research findings show that the simplification of the tourism business licensing process contributes to increased community participation in tourism-based economic activities. In the perspective of policy implementation, the ease of licensing reflects the quality of the bureaucratic structure that is adaptive to the needs of the community as the main actors of tourism destination development. This finding is in line with research (Hurriati et al., 2024) which shows that simple licensing regulations can increase community participation in the development of community-based tourism businesses. However, this study also shows that the effectiveness of licensing policies is not only determined by the ease of administrative procedures, but also by the integration of these regulations with the principles of environmental sustainability as emphasized by (Özgit & Akanyeti, 2022). Thus, tourism business licensing reform needs to be directed not only to increase local investment, but also to maintain the sustainability of tourism destination management.

### 4. Strengthening HR Capacity as a Dispositional Factor of Implementation

The results show that community training programs implemented by local governments play an important role in increasing community capacity in managing tourist destinations. In the Edwards III policy implementation model, human resource capacity is closely related to the disposition of policy implementers, namely the readiness and ability of implementation actors in running community empowerment programs. This finding strengthens the results of research (Kurniawati et al., 2021) and (Salsabila et al., 2024) which show that increasing human resource capacity is a key factor in improving the quality of community-based tourist destination services. However, this study shows that the effectiveness of training will be more optimal if it is integrated with strengthening local cultural identity as part of a tourist destination differentiation strategy, as emphasized by (Wawuru & Aryaningtyas, 2024). Thus, community training not only serves to improve technical skills, but also strengthens the community's position as the main actor of sustainable tourism management.

### 5. Financing Support as an Implementation Resource Strengthening Factor

The research findings show that financing support through local government programs and access to the people's business credit scheme contribute to the development of community-based tourism businesses in Pangkep Regency. In the perspective of policy implementation, financing support is part of the resource dimension that determines the sustainability of tourism-based community empowerment programs. This finding is in line with research (Prakoso et al., 2020) and (Khairani et al., 2021) which show that access to financing is an important factor in strengthening the economic capacity of communities in developing local tourism businesses. However, this study also shows

that the effectiveness of financial support is highly dependent on the transparency and accountability of fund management as emphasized by (Radovi et al., 2020). Thus, strengthening the financing management system is an important prerequisite in ensuring the sustainability of community empowerment policy implementation through sustainable tourism.

Overall, the research findings show that the supporting factors for the implementation of community empowerment policies through sustainable tourism in Pangkep Regency are not only related to the technical aspects of tourist destination development, but also reflect the quality of policy implementation on the dimensions of communication, resources, executor disposition, and bureaucratic structure. Thus, the effectiveness of sustainable tourism policy implementation in Pangkep Regency is largely determined by the local government's ability to integrate promotion strategies, infrastructure strengthening, licensing regulation reform, community capacity building, and financial support into a community empowerment policy framework that is oriented towards economic, social, and environmental sustainability.

#### b.) Factors Hindering the Implementation of Community Empowerment Policies through Sustainable Tourism

The results show that the implementation of community empowerment policies through sustainable tourism in Pangkep Regency still faces several structural and operational obstacles, especially related to institutional coordination, land ownership conflicts, limited human resource capacity, and limited funding support. These factors indicate that the success of policy implementation is not only determined by policy design, but also by the capacity of the implementation system as described in George C. Edwards III's policy implementation model, which emphasizes the importance of communication, resources, implementer disposition, and bureaucratic structure.

##### 1. Overlapping Authority Between Actors as a Bureaucratic Structure Obstacle

The research findings show that there are still overlapping authorities between the local government, village government, and community groups in managing tourist destinations. This condition causes delays in decision-making and weak coordination of tourism-based community empowerment programs. This finding is in line with research (Triawan et al., 2023) which shows that unclear division of roles between implementation actors can reduce the effectiveness of sustainable tourism policies. In addition, (Winanto & Ramdhan, 2024) asserted that unsynchronized policies between levels of government are often the main cause of the low performance of regional policy implementation. However, this study provides an additional empirical contribution by showing that in the context of Pangkep Regency, overlapping authority does not only occur at the level between government agencies, but also between the government and community groups managing tourist destinations. This condition shows that strengthening the institutional coordination structure is an important prerequisite in improving the effectiveness of tourism-based community empowerment policy implementation.

##### 2. Land Ownership Conflict as an Obstacle to Community-Based Policy Implementation

The research findings show that land ownership conflicts are still one of the main obstacles in the development of community-based tourism destinations in Pangkep Regency. The conflict hampers the development of destination infrastructure and slows down the realization of the tourism area development program. This finding is consistent with research (Barreto Kiyotani et al., 2024) which

shows that land ownership conflict is one of the dominant factors affecting the successful implementation of community-based tourism policies. However, this study shows that in the context of Pangkep Regency, land conflicts not only have an impact on delays in tourism infrastructure development, but also affect the level of community participation in the management of tourist destinations. This suggests that land conflict resolution is an important part of the strategy to strengthen the social legitimacy of sustainable tourism policies.

### 3. Limited Human Resources Capacity as a Dispositional Barrier to Implementation

The results show that the limited capacity of local human resources is still an obstacle in managing tourist destinations professionally. Although the community has the potential to engage in tourism economic activities, limited managerial and marketing skills still hinder the optimization of economic benefits of community-based tourism. This finding reinforces the results of research (Gonzalez et al., 2020) which shows that the quality of human resources is a key factor in determining the success of sustainable tourism destination management. In addition, (Faustyna, 2023) emphasized that community needs-based training programs are an important strategy in increasing the management capacity of local tourist destinations. However, this study shows that the limited capacity of human resources in Pangkep Regency is not only related to the technical skills of tourism destination management, but also related to the limited ability of digital marketing and institutional management of tourism awareness groups. This suggests that community capacity building needs to be directed at developing managerial competencies and tourism entrepreneurship in a more integrated manner.

### 4. Funding Limitations as a Resource Implementation Barrier

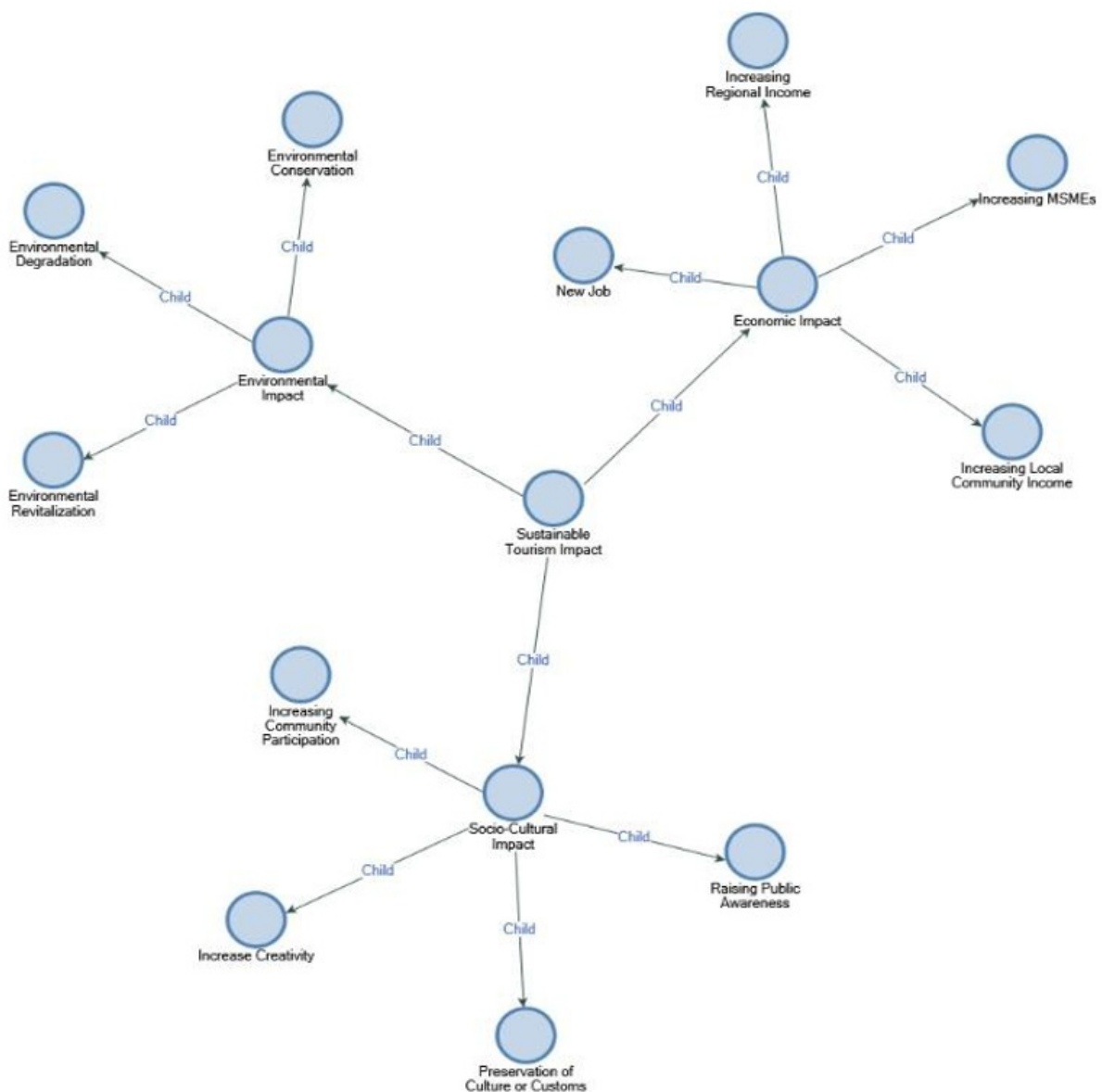
The research findings show that limited funding support is still a major obstacle in the implementation of community empowerment policies through sustainable tourism in Pangkep Regency. Budget limitations have an impact on the not optimal development of tourist destination infrastructure and the implementation of sustainable community training programs. This finding is in line with research (Dolezal & Novelli, 2022) which shows that limited funding is a major factor affecting the sustainability of community-based tourism policy implementation. In addition, (Graci, 2020) asserts that partnerships between local governments and the private sector are an important strategy in strengthening the financing capacity of sustainable tourism programs. However, this research shows that in the context of Pangkep Regency, funding limitations are not only related to the fiscal capacity of local governments, but also to the community's limited access to tourism business financing sources. This suggests that strategies to strengthen financing need to be directed at integrating government budget support with community-based financing schemes and private sector partnerships.

Overall, the research findings show that the factors inhibiting the implementation of community empowerment policies through sustainable tourism in Pangkep Regency are closely related to the weakness of the institutional coordination structure, land ownership conflicts, limited human resource capacity, and limited financial support. These factors show that the success of policy implementation is not only determined by the commitment of the local government, but also by the readiness of the institutional system and the capacity of the community as the main actors in managing community-based tourist destinations. Therefore, strengthening coordination between actors, resolving land conflicts in a participatory manner, increasing human resource capacity, and diversifying sources of financing are key strategies in improving the effectiveness of community empowerment policy implementation through sustainable tourism in Pangkep Regency.

### C. The Impact of the Implementation Policy on Tourism Development and Community Welfare

The implementation of tourism development policies in Pangkep Regency is part of the local government’s efforts to encourage local economic growth and improve the quality of life of the community, both economically and socio-culturally. In the context of sustainable development, this policy not only aims at developing the potential of the tourist destination, but also expects it to have a direct positive impact on the social and economic well-being of the local community (Prakoso et al., 2020). Therefore, it is important to examine the extent to which the implemented policies contribute to the advancement of the tourism sector and the improvement of the standard of living in the region. The following is a summary of the impact of the policy implementation on tourism development and community welfare.

The following is an overview of the impact of policy implementation on tourism development and community welfare.



**Figure 4:** The Impact of Policy Implementation on Tourism Development  
 Source: Researcher’s Analysis using NVivo 12 Plus

### 1. Socio-Cultural Impact: Increased Public Awareness and Participation

The results showed that the implementation of sustainable tourism development policies in Pangkep Regency had a significant socio-cultural impact, especially in increasing public awareness of the importance of preserving local culture and the environment. This increased awareness can be seen from community involvement in maintaining local traditions, culture-based tourism activities, and collective efforts in maintaining cultural identity as part of the attractiveness of tourist destinations. These findings indicate that sustainable tourism policies not only function as economic instruments, but also as a mechanism for strengthening the social capital of local communities. In the perspective of policy implementation, increasing public awareness is closely related to the dimensions of communication and the disposition of policy implementers. Program socialization and the involvement of tourism awareness groups (Pokdarwis) play a role in building community understanding of the benefits of sustainable tourism. This shows that the effectiveness of policy communication also influences the level of community acceptance of tourism-based empowerment programs. This finding is in line with research (Ira & Muhamad, 2020) which shows that the development of community-based tourism villages can increase the sense of community ownership of local cultural heritage.

In addition to increasing cultural awareness, the implementation of sustainable tourism policies also encourages increased community participation in tourist destination management activities. Community participation is seen in involvement in planning activities, management of tourist attractions, and provision of tourism support services. In the framework of community empowerment, the involvement shows that the community no longer acts as an object of development, but as the main actor in the process of developing tourist destinations. This finding strengthens the results of research (Demirovi Bajrami et al., 2020) which confirms that community involvement in tourism management contributes to increasing local self-reliance and sustainability of regional development programs.

However, this study also found potential socio-cultural risks that need to be anticipated, especially related to the possibility of cultural commodification due to tourism market pressures. In some cases, excessive economic orientation has the potential to shift the authentic value of local culture into mere tourist commodities. This finding is in line with (Syafri et al., 2024) which emphasizes that without strong community-based management, tourism development can reduce the symbolic meaning of local culture. Therefore, active community involvement in the planning and decision-making process is an important factor in maintaining a balance between economic interests and preservation of cultural values.

In addition, this study shows that increased community participation in tourism activities also contributes to strengthening social cohesion at the community level. Community involvement in collective activities, such as managing tourist attractions and preserving the destination environment, encourages the formation of stronger social cooperation between community members. This finding is consistent with research (Wibowo & Belia, 2023) which shows that community-based tourism can strengthen social solidarity through collaborative activities in the management of tourist destinations.

The implementation of sustainable tourism policies also encourages the development of community creativity in developing local cultural products as part of tourist attractions. Innovation in handicraft products, local culinary, and cultural performances shows the process of community adaptation to the needs of the tourism market without eliminating the authentic value of local culture. This condition strengthens the argument that sustainable tourism can function as an instrument of local cultural revitalization while increasing the competitiveness of regional tourist destinations. This finding is in line with research (F. Fitriana et al., 2020) which shows that the integration between cultural preservation and creative economic development is an important factor in supporting the sustainability of community-based tourist destinations.

Overall, the findings of this study indicate that the socio-cultural impact of the implementation of sustainable tourism policies in Pangkep Regency is not only reflected in increased public awareness of cultural preservation, but also in the strengthening of social participation and creativity of local communities. However, the effectiveness of these impacts is still strongly influenced by the quality of policy communication, the level of community involvement in the decision-making process, and the capacity of local institutions in managing tourism dynamics in a sustainable manner.

## **2. environmental impact**

The environmental dimension is the main indicator in assessing the effectiveness of sustainable tourism policy implementation because the success of destination development is not only determined by the growth of tourist visits, but also by the ability to maintain the ecological carrying capacity of the area. The results show that the implementation of tourism policies in Pangkep Regency has encouraged several positive changes, such as the revitalization of tourist areas, improvement of public facilities, and increased public awareness of the importance of cleanliness and environmental conservation. These findings indicate a policy orientation towards a sustainability-based ecotourism approach, although its implementation is still gradual.

In the perspective of policy implementation, these achievements are closely related to the dimensions of resources and bureaucratic structure in the George C. Edwards III policy implementation model. Edwards III policy implementation model. The revitalization of tourist areas and improvement of public facilities indicate the existence of local government institutional support in providing basic destination infrastructure. However, the limited capacity of environmental management at the local level shows that the resource support for implementation is still not fully optimal in ensuring the ecological sustainability of tourist destinations in the long term.

The research findings also show that sustainable tourism development policies have begun to encourage environmental conservation practices through community-based tourism area management, including strengthening awareness of destination cleanliness and protection of local ecosystems. This condition is in line with the perspective of sustainable development that emphasizes the importance of balance between economic growth and environmental preservation as affirmed in the report of the World Commission on Environment and Development (1987) and the global sustainable development agenda developed by the United Nations Development Programme (UNDP, 2023). Thus, the implementation of tourism policy in Pangkep Regency shows indications of early integration between regional economic goals and the environmental sustainability agenda.

However, this research also identifies the potential risk of environmental degradation if the increase in tourism activities is not followed by strengthening destination management regulations. In the context of coastal ecosystem-based destinations and small islands such as Pangkep Regency, pressure on the environment has the potential to increase through the accumulation of tourist waste, over-capacity of visits, and damage to marine ecosystems if not supported by a carrying capacity management system. This finding is consistent with research (Fitriawati & Suroso, 2023) which shows that the successful implementation of ecotourism policies is largely determined by the integration between destination management and community-based natural resource conservation.

In addition, the revitalization of tourist areas carried out by local governments shows an effort to improve the quality of destination space through the construction of environmentally friendly infrastructure and the arrangement of tourist areas. However, the effectiveness of the revitalization program is still highly dependent on the consistency of cross-sector coordination and the involvement of local commu-

nities as the main actors of destination management. In the perspective of policy implementation, this condition shows that the sustainability of environmental impacts is not only influenced by the physical intervention of local governments, but also by the quality of policy communication and community participation in maintaining the sustainability of tourist areas. This finding reinforces the results of research (Liao & Zhang, 2023) which confirms that the revitalization of environmentally-based tourist destinations is only effective if supported by spatial policy integration and local community participation.

Overall, the research findings show that the implementation of sustainable tourism policies in Pangkep Regency has resulted in positive environmental impacts at an early stage, particularly in improving the quality of tourist areas and community awareness of environmental conservation. However, the sustainability of these impacts is still very much determined by strengthening the institutional capacity of destination management, consistent application of the principle of environmental carrying capacity, and integration of cross-sectoral policies in the development of tourism based on coastal and island ecosystems. Thus, the environmental dimension in the implementation of sustainable tourism policies in Pangkep Regency is still at the stage of institutional strengthening towards more adaptive and sustainable destination management.

### **3. economic impact**

The results showed that the implementation of sustainable tourism development policies in Pangkep Regency made a real contribution to strengthening the economic activities of local communities, especially through increasing the role of micro, small and medium enterprises (MSMEs) around tourist destination areas. The increase in the number of tourist visits encourages increased demand for local products such as traditional culinary, handicrafts, local transportation services, and community-based tourism services. This finding shows that sustainable tourism policies function as an instrument to drive community-based local economies.

In the perspective of policy implementation, the strengthening of MSME activities is closely related to the dimensions of resources and disposition of policy implementers in the George C. Edwards III policy implementation model. Edwards III policy implementation model. Local government support through the formation of tourism awareness groups (Pokdarwis), the provision of destination support facilities, and the implementation of community empowerment programs indicate institutional commitment in encouraging local community economic participation. However, limited access to capital and managerial capacity of MSME actors are still limiting factors in optimizing the economic benefits of tourism more broadly.

The research findings also show that the development of the tourism sector contributes to the opening of new employment opportunities, both in the formal and informal sectors around tourist destinations. These employment opportunities include tour guide activities, local transportation service providers, homestay managers, culinary business actors, and local culture-based creative industry actors. In the framework of regional economic development, this condition shows that the implementation of sustainable tourism policies has the potential as an instrument of local resource-based job creation. This finding is consistent with research (Artiningsih et al., 2020) which shows that the tourism sector has a multiplicative effect on the creation of employment opportunities in community-based tourist destination areas.

In addition to creating employment opportunities, the implementation of tourism policies also contributes to increasing the income of local communities through the development of economic activities based on tourist destinations. The increase in income does not only occur in the main tourism business

actors, but also in communities involved in supporting economic activities such as small trade and local services. In the perspective of inclusive economic development, this condition shows that the economic benefits of tourism are starting to be distributed to the lower-level community groups. This finding is in line with the concept of inclusive growth which emphasizes the importance of a more equitable distribution of development benefits to local community groups as explained by (Zulfia et al., 2024).

However, this study also shows that the contribution of tourism to the increase in local revenue through the tax and tourism levy sector is still not optimal. This suggests that although community economic activity is increasing, the integration between tourism destination development and local revenue enhancement strategies still requires cross-sectoral policy strengthening. This finding reinforces the argumentation of (Marie & Widodo, 2020) which asserts that the effectiveness of the tourism sector's contribution to local revenue is strongly influenced by the quality of destination governance and an integrated tourism levy management system.

Furthermore, this study shows that the growth of MSMEs around tourist destinations plays an important role in strengthening a more adaptive and community-based local economic structure. The strengthening of the small business sector not only increases the community's economic resilience to dependence on the formal sector, but also expands opportunities for local economic diversification based on regional potential. This finding is in line with research (R. Fitriana & Putri, 2021) which shows that strengthening MSMEs is an important factor in improving the economic sustainability of community-based tourist destinations. Overall, the research findings show that the implementation of sustainable tourism policies in Pangkep Regency has had a positive economic impact through the creation of employment opportunities, increasing community income, and strengthening the structure of the local economy based on MSMEs. However, the optimization of these economic impacts is still highly dependent on strengthening the institutional capacity of local business actors, access to economic resources, and integration of tourism destination development policies with regional economic development strategies in a more systematic and sustainable manner.

#### **4. Policy Recommendations**

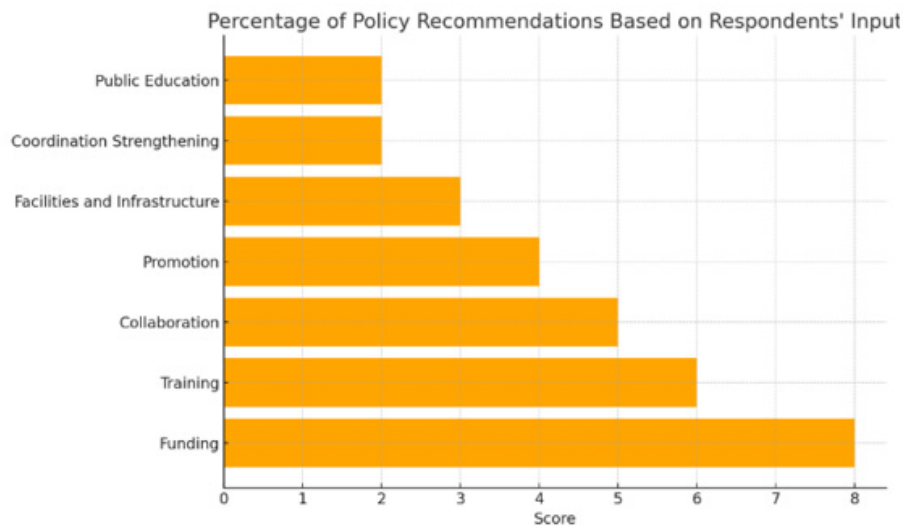
These recommendations are formulated based on the needs and aspirations of both the local government and the communities within the tourism areas. The primary goal of these policy recommendations is to strengthen the capacity of local communities in independently and sustainably managing and developing tourism potential (Herdiana, 2020). Additionally, the recommendations aim to foster more effective collaboration between the government, local communities, and the private sector in creating an inclusive and sustainable tourism ecosystem.

Based on the data collected by the researcher in the field, the following policy recommendations are proposed to enhance synergy among stakeholders in developing sustainable tourism in the future:

Based on the results of the analysis of the implementation of community empowerment policies through sustainable tourism development in Pangkep Regency, policy recommendations are prepared by referring to the implementation factors that most determine the effectiveness of the program, especially in the dimensions of resources, institutional capacity, policy communication, and cross-sector coordination as described in the George C. Edwards III policy implementation model. Edwards III policy implementation model.

The results show that the availability of funding is the most dominant factor in determining the successful implementation of tourism-based community empowerment policies. The limited local budget

has a direct impact on the suboptimal development of destination infrastructure, the implementation of sustainable community training, and the institutional strengthening of tourism awareness groups. Therefore, local governments need to strengthen financing schemes for community-based tourism programs through cross-regional apparatus budget integration, utilization of village funds for local tourism destination development, and expansion of funding partnerships with the private sector and non-governmental organizations. This strategy is important to ensure that the sustainability of community empowerment programs does not only depend on short-term sectoral budget interventions.



**Figure 5.** Policy Recommendations for Community Empowerment through Sustainable Tourism  
 Source: Processed Results from Nvivo 12 Plus

In addition to funding factors, this study shows that the human resource capacity of local communities is still a major obstacle in optimizing the economic benefits of tourism. Training programs that have been implemented by the local government contribute to improving community skills, but the scope is still limited and has not been integrated with the needs of tourism market-based destination management. Therefore, strengthening community capacity needs to be directed at demand-driven training, especially in the fields of homestay management, tourism services, local attraction management, and destination digital marketing. This capacity building is important because the quality of human resources is a key factor in improving the competitiveness of community-based tourism destinations.

This research also shows that the effectiveness of policy implementation is strongly influenced by the quality of coordination between actors involved in regional tourism development. Although coordination between local governments and community groups has been ongoing, the involvement of the private sector and other supporting institutions is still relatively limited. Therefore, strengthening multi-stakeholder collaboration through a collaborative governance approach needs to be the main strategy in developing sustainable tourism in Pangkep Regency. This collaboration is important to expand market access for local tourism destinations, increase tourism sector investment, and strengthen technical support for community-based destination management.

In addition, the results showed that the promotion of local tourist destinations is still a supporting factor that has not been optimally utilized in increasing the competitiveness of regional tourist destinations. Therefore, promotion strategies need to be directed at utilizing digital platforms more

systematically through the integration of tourist destination promotion with information technology-based regional tourism marketing strategies. Strengthening digital promotion will not only increase the number of tourist visits, but also expand marketing opportunities for creative economic products of local communities.

Strengthening tourist destination infrastructure is also an important factor in improving the quality of the tourist experience and strengthening the attractiveness of regional tourist destinations. The results show that the limited accessibility of tourist areas and supporting facilities is still an obstacle in the development of community-based tourist destinations. Therefore, local governments need to prioritize the development of basic tourist destination infrastructure in stages and integrated with regional tourism area development plans, especially in island areas that have significant marine tourism potential.

Furthermore, this research shows that the sustainability of community empowerment programs through tourism is not only determined by economic factors, but also by the level of public awareness of the importance of cultural and environmental preservation of tourist destinations. Therefore, strengthening community education programs based on sustainable tourism is an important strategy in ensuring the sustainability of community-based tourism destination management. Community education not only serves to increase community participation in tourism activities, but also strengthens the capacity of the community in maintaining a balance between economic interests and environmental preservation of tourist destinations.

Overall, the results show that the successful implementation of community empowerment policies through sustainable tourism development in Pangkep Regency is strongly influenced by the integration of funding support, strengthening human resource capacity, increasing multi-stakeholder collaboration, developing digital promotion of tourist destinations, and strengthening infrastructure and sustainability-based community education. Policy integration on these aspects is the main prerequisite in encouraging the creation of an inclusive, competitive, and sustainable regional tourism ecosystem.

## 5. Conclusion

This study concludes that the implementation of community empowerment policies through sustainable tourism development in Pangkep Regency has been running with the support of various strategic factors including the dimensions of policy communication, resource availability, implementer disposition, and bureaucratic structure as explained in the George C. Edwards III policy implementation model. The results of the study indicate that the local government has played an active role through strengthening destination promotion, providing infrastructure, simplifying tourism business permits, and implementing community capacity building programs through tourism awareness groups (Pokdarwis), which have an impact on increasing community participation, opening new job opportunities, developing local MSMEs, and increasing awareness of environmental and local cultural preservation. Thus, the research objectives to analyze the implementation of community empowerment policies through sustainable tourism and identifying supporting and inhibiting factors for policy implementation have been achieved through empirical findings regarding the role of policy communication, limited resources, implementer commitment, and institutional coordination as the main determinants of success as well as challenges for policy implementation in supporting the strengthening of the local economy based on sustainable tourism in Pangkep Regency.

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