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Implementation of religious and cultural tourism development policies in Penyengat island

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Abstract:

The tourism development program on Pengerat Island, Tanjungpinang City has been running with the aim of increasing public awareness about the importance of culture and religion. The aim of this research is to analyze the policy implementation model using Meter & Horn (1975) theory. This research method uses a descriptive-qualitative approach by studying related documents and conducting interviews with relevant informants. Data analysis uses triangulation techniques which are analyzed in depth. The research results show that the tourism development program on Pengerat Island has made a positive contribution to tourism development. Model in the Implementation Process of Meter & Horn (1975) Development Policy for Tourism Development on Pengerat Island on Policy Standards and Targets requires continuous evaluation and improvement, then resources are carried out such as training and increasing insight into both human resources and natural resources. The characteristics of the Implementing Organization have the potential to increase cooperation with the government and other related parties. Next, Inter-Organizational Communication is related to institutional capacity in decisions on Development Programs so that the importance of community participation in monitoring, then the Disposition or Attitude of the Implementer and the Implementing Activities that have been carried out must pay attention to the importance of the government playing an active role by paying attention in the early stages of the plan, providing guidance and education to the community. Finally, socio-economic and political environmental conditions need to pay attention to the customs and cultural awareness of local communities that must be maintained in the policy implementation process.

Keyword: Implementation; Policy; Development; Tourism



INTRODUCTION

The development of tourism is a strategic component in enhancing both the economic and cultural standing of a region. In Indonesia, a country rich in historical and cultural heritage, tourism has been increasingly recognized as a vital sector for national

growth. Among the various types of tourism, religious and cultural tourism holds a unique position, as it not only contributes to economic development but also preserves and promotes the cultural identity of the nation (Supriyanto et al., 2024). Penyengat Island, located in Tanjungpinang City, is one such place where religious and cultural tourism intertwine, reflecting the historical and spiritual significance of the Malay culture (Kurnianingsih et al., 2021; Pratiwi et al., 2019).

Penyengat Island is renowned for its deep historical ties to the Malay Sultanate and its Islamic heritage, making it a prime candidate for religious and cultural tourism. The island houses significant landmarks, such as the Sultan Riau Grand Mosque and various royal mausoleums, which attract both local and international visitors. Recognizing this potential, the local government of Tanjungpinang has initiated various policies aimed at developing and promoting the island as a leading destination for religious and cultural tourism (Arismayanti, 2017; Musadad & Ibrahim, 2019).

However, the implementation of these policies has not been without challenges. The process of translating policy into effective action is complex, involving multiple stakeholders, resource allocation, and continuous evaluation. The development of tourism on Penyengat Island is guided by several policy frameworks, including the Rencana Induk Pembangunan Kepariwisata Kota Tanjungpinang (RIPPARKOT), which outlines the long-term objectives for tourism development from 2022 to 2032. These policies are designed to ensure the sustainable development of the island, preserving its cultural heritage while boosting its economic appeal (Ron, 2023; Swastiwi, 2022).

A key focus of these policies is the integration of religious and cultural elements into the tourism experience. This approach not only enhances the attractiveness of the destination but also ensures that the local community remains an integral part of the tourism ecosystem. The policies emphasize the importance of community participation, where the local residents are involved in the planning and execution of tourism activities, thereby fostering a sense of ownership and responsibility towards the preservation of their cultural heritage (Firdaus, 2018; Schroeder, 2015).

Despite these efforts, the implementation process has encountered several hurdles, such as inadequate infrastructure, limited financial resources, and the need for more effective coordination among stakeholders (Valeriani et al., 2021; Widowati & Larasati, 2021). The geographical location of Penyengat Island poses additional logistical challenges, requiring significant investment in transportation and public amenities to accommodate the growing number of tourists. Furthermore, the preservation of cultural sites requires ongoing maintenance and restoration efforts, which demand both expertise and funding (Jurowski et al., 2011; Pitana, 2008).

The role of the government is crucial in addressing these challenges. Effective governance involves not only the creation of policies but also their meticulous execution and monitoring. The local government of Tanjungpinang has been proactive in seeking funds from both national and international sources to support the development of Penyengat Island. Moreover, there has been an emphasis on training and capacity building for local residents, ensuring that they are well-equipped to participate in and benefit from the tourism industry (Nasrullah & Susanty, 2020; Setiawan, 2016).

In addition to governmental efforts, there is a need for private sector involvement in the development of tourism infrastructure and services. Public-private partnerships can provide the necessary capital and expertise to enhance the tourism experience on

Penyengat Island. For instance, investments in hospitality, transportation, and guided tours can significantly improve the overall visitor experience, making the island more accessible and enjoyable for tourists (Dimitrovski et al., 2021; Serravalle et al., 2019). The success of these initiatives largely depends on continuous evaluation and adaptation of the policies. As the tourism landscape evolves, so too must the strategies for developing Penyengat Island. This includes not only addressing immediate needs but also anticipating future challenges and opportunities. For example, the integration of digital technologies in tourism promotion and management can open new avenues for attracting visitors and enhancing their experience.

RESEARCH METHOD

In the study of Implementation of Religious and Cultural Tourism Development Policies in Penyengat Island, Tanjungpinang City, the research methodology plays a crucial role in understanding the effectiveness of policy implementation. This study employs a descriptive-qualitative approach, which is suitable for analyzing complex social phenomena such as policy implementation. The descriptive method helps in detailing the existing conditions and processes involved in the tourism development program (Moleong, 2012), while the qualitative aspect allows for an in-depth exploration of the experiences and perspectives of various stakeholders, including government officials, local communities, and tourists.

The data collection methods in this study include document analysis, interviews, and observations. Document analysis involves examining relevant policy documents, reports, and other written materials to understand the official stance and strategies related to the tourism program. Interviews are conducted with key informants, such as policymakers, community leaders, and tourism experts, to gather firsthand insights into the challenges and successes of the program (Johnston, 2014). Observation is used to directly witness the implementation of tourism activities on Penyengat Island, providing valuable contextual information that might not be captured through documents or interviews alone (Hesse-Biber et al., 2015).

To ensure the reliability and validity of the findings, the study applies triangulation techniques. Triangulation involves cross-verifying data from multiple sources and methods to minimize bias and enhance the credibility of the results. For instance, the insights gained from interviews are cross-checked with the data from document analysis and observations. This approach allows the researcher to build a more comprehensive understanding of how the tourism development policies are being implemented and their impact on the community and the local economy.

RESULT AND DISCUSSION

Existing Conditions of the Religious and Cultural Tourism Development Program on Penyengat Island, Tanjungpinang

The Religious and Cultural Tourism Development Program on Penyengat Island, Tanjungpinang, reflects a significant effort by the local government to enhance both cultural preservation and religious tourism. Penyengat Island, known for its rich historical and religious significance, especially within the Malay community, serves as a focal point for this developmental initiative. The program aims to transform the island into a prime tourist destination while preserving its cultural and religious heritage.

1. **Current State of Infrastructure and Facilities;** As of the latest evaluations, the infrastructure on Penyengat Island has undergone substantial improvements. The development program has prioritized the restoration and enhancement of historical sites, including the renowned Sultan Riau Grand Mosque, which dates back to 1803. The mosque, along with other historical sites like royal tombs, plays a critical role in attracting religious tourists. Additionally, there have been upgrades to public amenities, such as the improvement of roads, construction of rest areas, and the installation of informative signboards, which guide tourists through the island's cultural and religious sites. However, despite these efforts, there remain significant gaps in the infrastructure that need to be addressed. The island's accessibility, for instance, still poses challenges. The docking facilities at the main harbor require further enhancement to accommodate the increasing number of visitors, especially during peak religious festivals. Moreover, the public transportation system on the island is limited, making it difficult for tourists to explore all the sites conveniently.
2. **Community Involvement and Stakeholder Collaboration;** Community involvement is a crucial aspect of the program, as the sustainability of tourism development heavily relies on local support. The residents of Penyengat Island have shown a commendable level of participation, particularly in preserving the cultural traditions and maintaining the historical sites. The collaboration between local authorities and cultural organizations has facilitated various cultural festivals, which have become significant attractions for tourists. Events like the Penyengat Island Festival showcase traditional Malay arts, crafts, and performances, further enhancing the island's cultural appeal. However, there are challenges in achieving seamless collaboration between all stakeholders. The coordination between different government agencies, local communities, and private investors is sometimes fragmented, leading to delays in project implementation. Strengthening this collaboration is essential for the successful realization of the island's tourism potential.
3. **Economic Impact and Opportunities;** The economic impact of the tourism development program on Penyengat Island has been gradually positive. The increase in tourist arrivals has spurred local businesses, particularly in the hospitality and service sectors. Small enterprises, such as local eateries, souvenir shops, and guided tour services, have experienced growth, contributing to the local economy. Additionally, the program has created job opportunities for residents, thus improving their livelihoods. Nevertheless, there is still room for improvement in maximizing the economic benefits. The development of more diverse tourist attractions, such as cultural workshops or interactive historical exhibits, could attract a broader range of visitors. Moreover, investments in training programs for local entrepreneurs would help them capitalize on the growing tourism industry more effectively.
4. **Cultural Preservation and Challenges;** Cultural preservation remains at the heart of the development program. Efforts to maintain the authenticity of religious and cultural sites have been largely successful. The island's unique cultural identity, characterized by its Malay heritage and Islamic influences, is a key attraction for tourists. The program has emphasized the need to protect these cultural assets from the negative impacts of commercialization. However, there are concerns about the potential erosion of cultural values due to the influx of tourists. The balance between

promoting tourism and preserving cultural integrity is delicate. Over-commercialization could lead to the commodification of cultural practices, which might dilute their significance. Therefore, continuous monitoring and community engagement are essential to ensure that cultural preservation remains a priority.

5. **Environmental Sustainability;** Environmental sustainability is another critical aspect of the program. Penyengat Island's natural environment, including its coastal areas and green spaces, is integral to its appeal as a tourist destination. The development program has incorporated environmental conservation measures, such as waste management systems and the promotion of eco-friendly transportation options like electric vehicles. However, the increased tourist activity has raised concerns about environmental degradation. Issues such as littering, pressure on water resources, and the impact on local wildlife require ongoing attention. The implementation of stricter environmental regulations and the promotion of sustainable tourism practices among visitors and locals alike are necessary to mitigate these impacts.

Implementation Process of Religious and Cultural Tourism Development Policy on Penyengat Island, Tanjungpinang

The implementation of the Religious and Cultural Tourism Development Policy on Penyengat Island in Tanjungpinang City has revealed several significant insights and outcomes. This section will discuss these findings in the context of the policy's implementation process, utilizing the framework established by Van Meter and Van Horn (1975), which examines policy standards, resources, organizational characteristics, communication, disposition of implementers, and environmental conditions.

1. **Standards and Policy Objectives;** The standards and objectives of the policy aimed at enhancing religious and cultural tourism on Penyengat Island were primarily focused on preserving the cultural heritage and promoting the island as a key tourism destination. The implementation process highlighted that while these standards were clear, there were challenges in aligning them with the local community's expectations and the available resources. Continuous evaluation and adjustment of these standards were necessary to ensure they were realistic and achievable, considering the dynamic nature of tourism and cultural preservation.
2. **Resource Allocation;** Resource allocation was a critical factor in the implementation of the tourism development policy. The study found that while there was initial funding and support from both local and national government bodies, the resources were not always sufficient or efficiently utilized. Training programs for human resources and the enhancement of physical infrastructure were identified as areas needing improvement. The lack of consistent financial and technical support posed a challenge to maintaining the quality and sustainability of the tourism offerings on the island.
3. **Organizational Characteristics;** The implementing organizations, including local government agencies and cultural institutions, exhibited a strong commitment to the policy objectives. However, there were gaps in inter-organizational coordination that sometimes led to duplication of efforts or delays in project execution. Strengthening collaboration among these organizations and ensuring that their roles and responsibilities are clearly defined could enhance the effectiveness of the policy implementation.

4. Communication and Coordination; Communication between the various stakeholders involved in the implementation of the policy was found to be a significant factor influencing the success of the initiatives. The study noted that while there was a general framework for communication, it often lacked the necessary detail and frequency to keep all parties adequately informed. Improving the communication channels and ensuring regular updates could facilitate better coordination and more timely interventions when challenges arise.
5. Disposition or Attitude of Implementers; The attitudes and commitment of those responsible for executing the policy played a crucial role in its implementation. The findings suggested that while most implementers were dedicated, there was a need for increased motivation and support from higher authorities. Providing incentives and recognizing the efforts of these individuals could help in maintaining their enthusiasm and ensuring that the policy objectives are met.
6. Environmental Conditions; The social, economic, and political environment surrounding the implementation of the tourism policy was dynamic and influenced the outcomes significantly. The study found that local customs and cultural awareness were crucial in shaping the community's acceptance and support of the tourism initiatives. Additionally, the political will and support from government bodies at various levels were essential in driving the policy forward. It was recommended that ongoing efforts be made to engage the local community and consider their input in policy adjustments to ensure long-term sustainability.



Figure 1. Mind map Religious and Cultural Tourism Policy Implementation on Penyengat Island
Source: Author, 2024

In conclusion, the implementation of the Religious and Cultural Tourism Development Policy on Penyengat Island has made considerable progress but also faces several challenges. Addressing these through continuous evaluation, better resource management, and enhanced communication among stakeholders will be key to realizing the full potential of Penyengat Island as a premier religious and cultural tourism destination.

The Impact of the Development of Religious and Cultural Tourism Programs on Penyengat Island, Tanjungpinang City, in the Future

The development of religious and cultural tourism on Penyengat Island is poised to have significant impacts on the island's socio-economic and cultural landscape. One of the most immediate outcomes anticipated from these developments is the boost in local tourism, which is expected to drive economic growth. The improvements in infrastructure, such as roads, public spaces, and historical sites, will make the island more accessible and attractive to both domestic and international tourists. This increased tourist influx will likely result in a higher demand for local goods and services, thus fostering the growth of small businesses, creating job opportunities, and ultimately improving the standard of living for the local population.

Another critical impact is the preservation and promotion of cultural heritage. Penyengat Island, with its rich history and religious significance, stands to benefit from the restoration and enhancement of its cultural sites. The focus on religious tourism, especially around sites like the Sultan Riau Grand Mosque and the royal tombs, will help preserve the island's Islamic heritage. Moreover, the increased visibility of these cultural assets could foster a greater appreciation and awareness among visitors, leading to a renewed sense of pride among the local community in their cultural identity. This cultural preservation, in turn, is crucial for maintaining the unique character of the island amidst modernization pressures.

However, the development of tourism also brings challenges, particularly in terms of environmental sustainability and social dynamics. The increased foot traffic from tourism could lead to environmental degradation if not managed properly. Issues such as waste management, water usage, and the maintenance of historical sites will require careful planning and robust regulatory frameworks to ensure that the island's natural and cultural resources are not compromised. Additionally, there may be shifts in the social fabric of the community as tourism can bring both positive and negative influences, such as changes in traditional lifestyles, the potential for cultural commodification, and the risk of social inequalities emerging as some benefit more from tourism than others.

Looking towards the future, the success of the tourism development program will hinge on sustainable practices and community involvement. Integrating local communities into the planning and execution stages of the tourism projects is essential to ensure that the benefits are widely distributed and that the community's needs and concerns are addressed. Moreover, a sustainable approach to tourism that balances economic growth with the preservation of cultural and environmental integrity will be crucial in ensuring that Penyengat Island remains a vibrant and resilient destination for religious and cultural tourism in the years to come. This approach will also serve as a model for other regions looking to develop their tourism sectors in a way that honors and sustains their unique heritage.

CONCLUSION

The development of religious and cultural tourism on Penyengat Island presents a significant opportunity to enhance both the cultural heritage and economic vitality of the region. The various initiatives undertaken to improve infrastructure and restore historical sites have already begun to transform the island into a more accessible and attractive destination for tourists. These efforts not only support the preservation of the island's rich Islamic heritage but also stimulate economic growth by creating jobs and

fostering the expansion of local businesses. As a result, the standard of living for residents is likely to improve, with tourism providing a sustainable source of income and economic stability.

However, the progress made so far is not without challenges. The environmental sustainability of increased tourism activity is a major concern, as is the potential for social disruption within the local community. Effective waste management, water conservation, and the preservation of historical sites will require ongoing attention to prevent the degradation of Penyengat Island's natural and cultural resources. Additionally, the influx of tourists could alter the traditional lifestyle of the residents, potentially leading to cultural commodification and social inequalities. Addressing these issues will require careful planning and the establishment of robust regulatory frameworks to protect both the environment and the social fabric of the community.

Moving forward, the success of Penyengat Island as a premier destination for religious and cultural tourism will depend on a balanced and inclusive approach to development. This includes ensuring that local communities are actively involved in the planning and implementation of tourism projects, thus fostering a sense of ownership and responsibility. By prioritizing sustainable practices that respect and preserve the island's unique heritage, the local government can create a model of tourism development that benefits all stakeholders while safeguarding the island's cultural and environmental integrity for future generations.

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