

Strategic Policy for The Development of Tanjung Lesung Tourist Destination as A Special Economic Zone in Banten Province

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Abstract. Special Economic Zone (SEZ) Tanjung Lesung, designated under Government Regulation Number 26 of 2012, holds significant potential as a premier tourist destination in Banten Province. However, after more than five years of operation, the development of this area has not been optimal. It has yet to deliver a significant impact on the national, regional, and local economies. This study aims to identify the key tourist destination potentials within SEZ Tanjung Lesung. A qualitative approach was employed, utilizing both primary and secondary data collection methods, including field observations, documentation, interviews with relevant stakeholders, and literature review. The findings indicate that SEZ Tanjung Lesung possesses substantial potential in the tourism sector, particularly due to its attractive beach tourism, strong support from central and regional governments, and readiness of human resources. However, the main challenges faced include limited investment capital, inadequate supporting facilities and infrastructure, and difficult accessibility from urban centers. The alignment between the master plan and the existing conditions remains low, indicating discrepancies between planning and actual implementation on the ground. This study recommends improvements in the planning and policy implementation for the development of SEZ Tanjung Lesung, including enhancing infrastructure, facilitating investment, and strengthening human resource capacities to achieve sustainable development goals and positively impact the regional economy.

Keywords: Strategic Policy; Development; Tourist; Economic Zone

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INTRODUCTION

Indonesia, as the largest archipelagic country in the world, possesses abundant natural resources and extraordinary biodiversity. Rooted in the state ideology of Pancasila, the fifth principle "Social Justice for All the People of Indonesia" reflects the aspiration to create welfare and justice for all communities (Erwin, 2021). However, challenges in managing these potentials include identification, planning, management, supervision, and sustainability of these resources. The Blue Economy concept, introduced by Gunter Pauli in 2010, emphasizes the integration of ecosystem, economic, and social aspects in the management of marine resources. The implementation of this concept is expected to improve the efficiency and sustainability of Indonesia's marine resource management (Fernández-Morales et al., 2023; Laming et al., 2023; Nanda, 2019; Podungge et al., 2023; Yuni Ratna Sari, 2016). Special Economic Zones (SEZs) and tourist destinations share a close relationship, particularly within the context of economic and

tourism development in Indonesia. SEZs are designated areas within certain boundaries under the legal framework of the Unitary State of the Republic of Indonesia, established to carry out economic functions and receive specific facilities, including in the field of tourism (Andian & Aida, 2023; Ariani et al., 2022; Khairul Basri, 2023; Obradović et al., 2021).

Indonesia has established several SEZs across various regions to promote economic growth, investment, and equitable development. Currently, there are 20 SEZs spread throughout Indonesia, serving both industrial and tourism sectors. This distribution is illustrated in the following visualization:

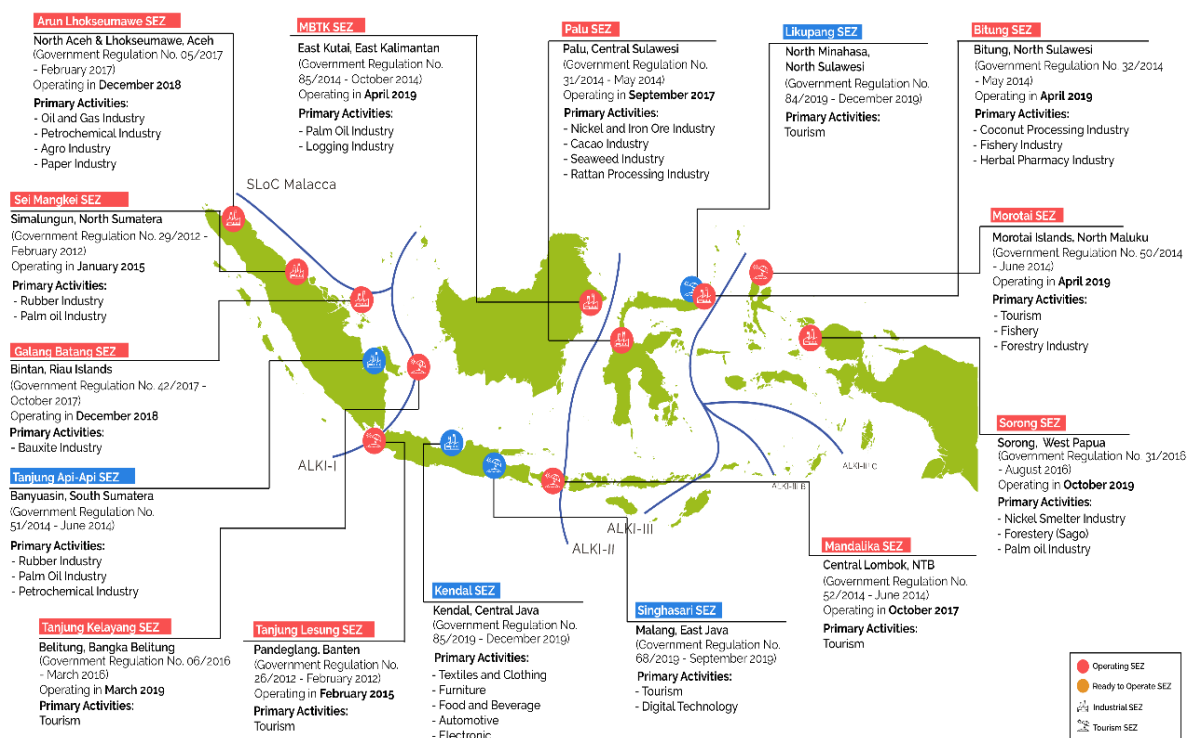


Figure 1. Map of SEZ Distribution in Indonesia

Source: Online Media, 2025

The development of Special Economic Zones (SEZs) not only focuses on the industrial sector but also on tourism, as exemplified by the Tanjung Lesung SEZ. This SEZ, operating since 2015, is Indonesia's first tourism zone. The development of Tanjung Lesung SEZ follows a collaborative governance model, involving the government, private sector, and community to achieve shared goals that cannot be accomplished individually (Trisniati et al., 2022; Ramdani, Zulfan, 2020; Alfiantri & Mahadiansar, 2020; Ginting et al., 2018). One concrete effort by the government to promote economic development is the establishment of SEZs (Sion & Nuryanah, 2023). These SEZs are designed to become new economic growth centers by providing various facilities and conveniences in banking, taxation, licensing, immigration, and manpower

(Misbahuddin et al., 2023). Beyond SEZs, the creative economy is also a sector that needs development to boost regional economic growth. The creative industry does not rely solely on natural resources such as oil and natural gas but also on human innovation and creativity (Handayani & Sari, 2020). However, development policies for MSME programs still need to focus on innovation and modern technological development for small and medium-scale fish processing industries (Supardi et al., 2022). Efforts to prepare human resources with adequate skills (Masrun et al., 2022) and to enhance productivity as well as the development of education, economic, social, and environmental facilities in the region are also necessary (Moeis et al., 2024).

On the other hand, the development of SEZs in other developing countries, such as Somalia, also demonstrates the importance of these zones in strengthening the economy and reducing social inequality (Abdi et al., 2022). This indicates that SEZ development needs to be continuously optimized to provide greater benefits for regional economies (Riesfandiani et al., 2023). Nevertheless, SEZ development faces challenges. For example, community participation in the development of the Likupang Tourism SEZ is still limited to existing capabilities and has yet to grow in innovation and creativity that can support tourism products and economic improvement (Susanti et al., 2022). The development of this SEZ is still not optimal and requires additional support to attract investor interest. Issues such as land use without complete land title certificates (SK-HPL) and the presence of illegal buildings hamper SEZ growth (Ponto et al., 2023; Zulkarnaen et al., 2022; Sutrisna, 2022).

The Tanjung Lesung Special Economic Zone (SEZ) is located in Panimbang District, Pandeglang Regency, Banten Province. Spanning approximately 1,500 hectares, this area was designated as Indonesia's first tourism SEZ in February 2015. Tanjung Lesung offers natural tourism potential including white sandy beaches, coral reefs, and local cultural and culinary attractions. In addition, it is close to other tourist destinations such as Ujung Kulon National Park and Mount Krakatoa. The government targets that the Tanjung Lesung SEZ will attract investments totaling IDR 92.4 trillion and absorb 85,000 workers by 2025. However, despite its great potential, the development of this area faces various challenges that must be addressed to achieve these goals (Fatimah, 2022; Baiq Reinelda Tri Yunarni, 2020; Alvin Rizalsan, 2020; Widiyanto, 2021).

Some of the main problems faced in the development of Tanjung Lesung SEZ include: First, Inadequate Infrastructure: Although the construction of the 84 km Serang-Panimbang toll road has been planned, access to the area remains limited. This toll road is expected to reduce travel time from Jakarta to Tanjung Lesung to around 2 hours. Second, Ineffective Coordination Among

Government Agencies: The development of Tanjung Lesung SEZ involves various central and regional government agencies. Lack of synergy among these institutions can hinder the planning and implementation of national strategic projects (PSN) in the area. Third, Limited Human Resources (HR): The demand for skilled workers in the tourism and creative economic sectors remains a challenge. Training programs and capacity development for human resources need to be enhanced to support the area's development. Fourth, Natural Disaster Impact: In 2018, the Tanjung Lesung area was affected by the Sunda Strait tsunami, causing significant damage. Approximately 30% of the structures in the area were damaged, requiring recovery time and additional investment for rehabilitation. Fifth, Limited Supporting Infrastructure: Beyond the toll road, the need for supporting facilities such as airports, ports, and reliable communication networks still must be fulfilled to support tourism and creative economic activities in the region.

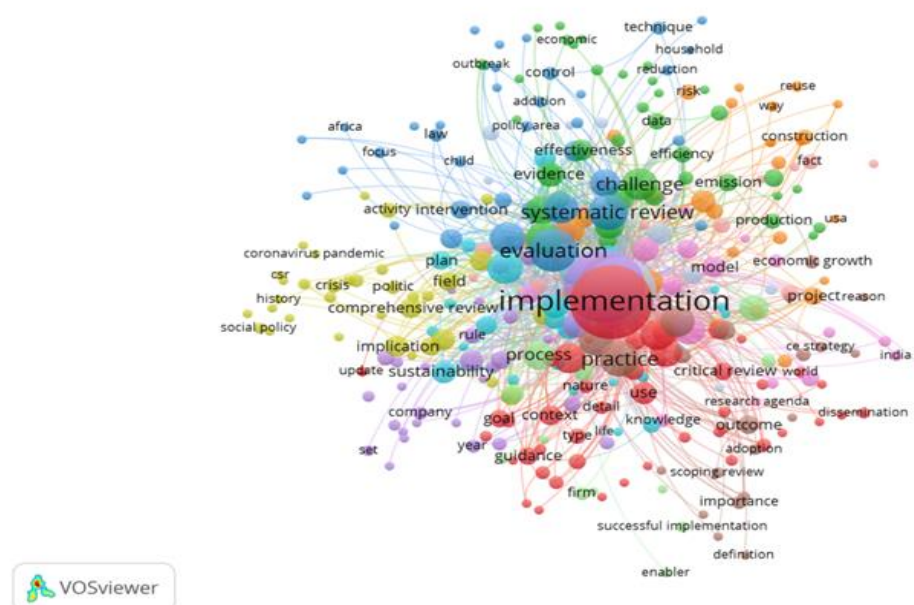


Figure 2. State Of The Art

Source: *Publish Or Perish*, 2025.

Based on the existing conditions, it is evident that the development of the tourism destination is a strategic policy. Numerous studies on the development of the Tanjung Lesung Special Economic Zone (SEZ) have been conducted, focusing on various aspects such as economic, social, cultural, and environmental factors. Some recent relevant studies include: First, the Analysis of Economic Value and Tourism Development Strategies in the Tanjung Lesung SEZ (Komariah et al., 2020; Xu et al., 2020). Second, the Sustainable Tourism-Based Development Strategy for the Tanjung Lesung SEZ from the Community Perspective (Muhlis et al., 2023). Third, Guidelines for Tourism Development in the Tanjung Lesung Area Based on Community

Participation (Amiruddin et al., 2024; Geng et al., 2021). However, overall, there remains room for deeper research regarding policy integration, inter-agency coordination, and community involvement within the SEZ context.

The novelty of this research offers a new contribution to the development of the Tanjung Lesung Special Economic Zone (SEZ) through a more holistic and integrative approach, focusing about policy Integration and Inter-Agency Coordination. This study will analyze the effectiveness of coordination between the central government, local governments, and the private sector in the implementation of development policies for the Tanjung Lesung SEZ. The approach aims to identify obstacles and solutions for synergy among institutions, and then community participation in SEZ Development. This research will explore in greater depth the level of community involvement in the planning, implementation, and evaluation processes of SEZ development. The study will assess the impact of community empowerment on the sustainability of tourism in the area and focus on sustainable Tourism-Based Approach, developing SEZ development strategies that not only focus on economic aspects but also consider social and environmental sustainability. This approach is expected to produce an inclusive and sustainable tourism development model.

METHODS

This research uses a descriptive qualitative approach (Creswell, 2014; Steven J. Taylor, Robert Bogdan, 2016) aimed at providing an in-depth description of the phenomena occurring in the field related to the development of the Tanjung Lesung Special Economic Zone (SEZ). The qualitative approach was chosen for this research because nature and primary focus of the study are closely related to a deep understanding of processes, meanings, and social dynamics in the implementation of strategic policies. The development of Tanjung Lesung as a Special Economic Zone (SEZ) is a complex phenomenon involving multiple actors (central and local governments, business actors, local communities, and investors), diverse interests, and dynamic policy interactions. This approach enables the researcher to understand the social, cultural, economic, and policy contexts influencing the development of the tourism destination. To obtain valid and reliable data, this study employs triangulation techniques, which combine several data collection methods as follows: (1) In-depth Interviews: Conducted with key informants such as government officials, site managers, tourism business actors, and local communities. These interviews are semi-structured, guided by flexible interview protocols to explore information deeply. (2) Participant Observation: The researcher directly involves themselves in daily activities within the tourism area to observe social interactions, behavior patterns, and dynamics. This observation

helps the researcher comprehend the social and cultural context of the local community. (3) Document Study: Collecting and analyzing documents related to policies, planning, and implementation of the development of the Tanjung Lesung SEZ. These documents include legislation, annual reports, and other planning materials. The selection of informants is based on the purposive sampling principle, which involves choosing individuals considered to have knowledge, experience, and direct involvement in the formulation, implementation, and impact of the Tanjung Lesung SEZ development policy. The information obtained from these various actors is expected to provide a holistic and in-depth understanding of the strategic dynamics involved in the area's development. The data collected through these various techniques are analyzed inductively and interactively through the following stages: (1) Data Reduction: The process of selecting, focusing, and simplifying raw data obtained from the field. Data reduction assists the researcher in organizing data for easier analysis. (2) Data Presentation: Arranging data in narratives, tables, or diagrams to facilitate understanding and interpretation. Data presentation is conducted in a systematic and structured manner. (3) Conclusion Drawing and Verification: Analyzing the presented data to draw valid and accountable conclusions. Verification is carried out to ensure that conclusions are consistent with the data.

RESULTS AND DISCUSSION

The research findings indicate that the strategic policy for developing the Tanjung Lesung tourism destination as a Special Economic Zone (SEZ) is a systematic and structured effort by various stakeholders to enhance regional competitiveness through investment-based tourism development, including:

Costs and Benefits of Special Economic Zone Policy

Located at the westernmost tip of Java Island, in Pandeglang Regency, Banten, the Tanjung Lesung Special Economic Zone (SEZ) is the first tourism SEZ in Indonesia and was officially inaugurated in February 2015. Tanjung Lesung SEZ is strategically positioned and easily accessible, situated 170 km from the capital city, Jakarta, reachable by land in approximately 2.5 to 3 hours. It covers an area of 1,500 hectares with diverse tourism potential, including beautiful coastal natural scenery, variety of flora and fauna, and exotic cultural richness. Tanjung Lesung SEZ is also close to other tourist attractions in Banten such as the Old Banten Area, Badui and Debus Culture, Ujung Kulon National Park, Krakatoa Mountain, and island tourism. The name "Lesung," a traditional rice pounding tool, reflects the shape of Tanjung Lesung's coastal plain that juts into the sea resembling a mortar. With its white sandy beaches and clear waters, Tanjung Lesung SEZ has attracted both national and international tourists. It is projected to

attract investments totaling IDR 92.4 trillion and to absorb up to 85,000 workers by 2025. Some positive impacts resulting from the establishment of the Special Economic Zone include:

- 1) Opening a large number of job opportunities, thereby absorbing labor and reducing unemployment rates.
- 2) Absorbing labor will increase per capita income, which in turn boosts the purchasing power of the community.
- 3) Increased purchasing power will stimulate other real-sector activities such as the growth of trade in goods and services.
- 4) SEZ will serve as a venue for various industrial and trading activities, accommodating the production outputs from plantations, crafts, fisheries, and agriculture.
- 5) With a facility to collect community products, it will also increase income and improve community welfare.

Natural Tourism Potential in the Tanjung Lesung SEZ Area.

The Tanjung Lesung Special Economic Zone has great potential as a leading tourist destination in Banten Province, with a combination of beautiful coastal nature and unique cultural richness (Riski et al., 2016; Syahza & Suarman, 2013). The development of this area through strategic policies involving local communities and investors can enhance the attractiveness to both domestic and international tourists. The potential includes:

- 1) White Sandy Beaches and Marine Activities. Tanjung Lesung is known for its 13.8 km coastline adorned with white sand and clear sea water. The area offers various marine activities such as snorkeling and diving on natural coral reefs, as well as diving around the wrecks of sunken Dutch ships. Tourists can also enjoy joy flights to see the view of Mount Krakatau from the air.
- 2) Herbal Gardens and Nature Tourism. Tanjung Lesung offers river exploration packages by kayak to observe flora and fauna, as well as herbal garden explorations. These activities provide a nature experience integrated with local culture.
- 3) Fresh Seafood Culinary. The waters of Tanjung Lesung are rich in various types of fish, allowing tourists to enjoy fresh seafood dishes such as bandeng satay, Banten rabeg, spicy goat curry, and empal uduk rice.

Accessibility and Infrastructure of the Strategic Policy for the Development of the Special Economic Zone



Figure 3: Master Plan of the Tanjung Lesung SEZ

Source: Online Media, 2025

The development of transportation and supporting infrastructure in the Tanjung Lesung Special Economic Zone (SEZ) has shown significant progress, including the construction of toll roads, enhancement of national roads, airports, marinas, and tourism facilities. However, challenges remain in completing construction and ensuring equitable accessibility, especially for land transportation. Accelerating infrastructure development is crucial to enhancing the area's appeal as a prime tourist destination and attracting investment.

1) Transportation Infrastructure. Firstly, the construction of the Serang - Panimbang Toll Road is a key infrastructure project aimed at improving accessibility to the Tanjung Lesung SEZ. This toll road stretches 83.6 km and is divided into three sections: Section I -Serang - Rangkasbitung (26.5 km), operational since 2021; Section II - Rangkasbitung–Cileles (24.17 km), currently under construction with 23.31% physical progress; Section III - Cileles– Panimbang (33 km), targeted for completion in the first and second semesters of 2024. With this toll road, travel time from Jakarta to Tanjung Lesung, previously around 4–5 hours, can be reduced to 2–3 hours, enhancing comfort and efficiency for tourists and investors. Secondly, there is the enhancement of national roads. In addition to toll road construction, the Ministry of Public Works and Housing (PUPR) is also upgrading the capacity of national roads, such as widening the Citereup–Tanjung Lesung Road, which spans 6.1 km. This aims to smooth traffic flow to tourist and industrial areas in Tanjung Lesung. Thirdly,

Salakanagara Airstrip Airport has been developed to support air access. This airstrip can accommodate small planes like Cessna types and supports aerial sports activities and charter flights, facilitating access for tourists and investors from outside the region.

2) Port and Marina Infrastructure. The development of a marina in Tanjung Lesung is planned to accommodate tourist boats from abroad, such as those from Singapore. The marina will be equipped with 600 docks and has the capacity to hold vessels accommodating up to 5,000 passengers. This marina is expected to boost the attractiveness to international tourists and accelerate investment inflows into the area.

3) Supporting Tourism Infrastructure. In the Tanjung Lesung SEZ area, various tourism facilities are already available, including hotels, villas, golf courses, and culinary centers. These facilities support tourist comfort and increase Tanjung Lesung's competitiveness as a national and international tourism destination.

4) Accessibility Index. The accessibility index toward the Tanjung Lesung SEZ shows that air routes have the highest index, followed by sea and land routes. However, the existing condition of land transportation infrastructure is still limited, with only 50% of criteria met and 20% of the planned developments realized. This indicates the need to accelerate land transportation infrastructure development to support the growth of the Tanjung Lesung SEZ.

Coordination Among Agencies in the Development of Tanjung Lesung SEZ

Coordination among agencies is a key factor in developing the Tanjung Lesung SEZ as a premier tourist destination. Although a clear institutional structure exists, the effectiveness of coordination still needs improvement through better communication, formulation of SOPs, strengthening human resource capacity, enhancing supervision, and collaboration with the private sector. With these measures, it is expected that the development of Tanjung Lesung SEZ can proceed optimally and provide positive impacts for both regional and national economies. The development of Tanjung Lesung SEZ involves various government and private agencies, each with distinct roles and functions:

- a. Tanjung Lesung SEZ Board: Responsible for strategic policies and overseeing the implementation of the SEZ.
- b. SEZ Administrator (DPMPTSP Pandeglang Regency): Manages SEZ operations, including licensing and business actor development.
- c. PT Banten West Java (BWJ) Business Entity: Manages the development of infrastructure and tourism facilities within the area. Ministry of Public Works and Housing (PUPR):

Provides infrastructure support, such as the construction of toll roads and other public facilities.

d. Banten Provincial Development Planning Agency (Bappeda): Aligns regional development plans with central government policies and coordinates across sectors.

e. Pandeglang Regency Government: Supports the implementation of policies and development programs at the local level.

Although the institutional structure has been established, the effectiveness of coordination among agencies remains a challenge. The roles and coordination between the SEZ Board, the SEZ Administrator, and PT BWJ have not yet been carried out effectively and optimally. This is due to a lack of communication, coordination, service standards, as well as supervision or oversight. Additionally, the limited human resources (HR) available result in a high workload and less than optimal outcomes.

Community Participation in the Development of Tanjung Lesung SEZ

Most coastal communities in Tanjung Lesung have a negative perception of the planned development of the Tourism SEZ. As many as 69% of respondents expressed disagreement with the plan and hoped that the project would not be realized. Community participation in planning meetings is also passive, with the primary motivation being economic factors. The lack of effective socialization is one of the causes of low community participation in the planning and development process of the SEZ. Forms of Community Participation in Tourism Development: Participation in Work: The community is involved in providing services such as tour guiding, food and beverage provision, and handicrafts. Participation in Decision Making: Through village deliberation forums and tourism awareness groups (Pokdarwis), the community provides input related to the development of tourism destinations. Participation in Management: The community is involved in managing tourism facilities and maintaining the environment around the tourism area.

Factors Influencing Community Participation Several factors influence the level of community participation in the development of Tanjung Lesung SEZ, including: (1) Education and Skills: The community's level of education and skills affects their ability to actively participate in tourism activities. (2) Awareness and Understanding: The community's understanding of the benefits and impacts of SEZ development is crucial to increasing their participation. (3) Government Support: Policies and support from local and central governments in the form of training, outreach, and facility provision support community participation. (4) Access to Information: Easy access to

information regarding the plans and progress of the SEZ enables the community to be involved in the decision-making process.

CONCLUSIONS

The conclusions from this research indicate that significant natural and cultural Tourism Potential: Tanjung Lesung SEZ has great potential as a leading tourism destination in Banten Province. This 1,500-hectare area offers the natural beauty of beaches, coral reefs, as well as the richness of local culture and cuisine. Moreover, the tourist attractions include water sports such as jetski and banana boats, along with cultural activities involving the local community. Then, Inadequate Infrastructure: Although the construction of the Serang–Panimbang toll road has begun and is expected to improve accessibility to this area, several other supporting infrastructures, such as an airport and marina, are still in the planning stage. This hampers the area's potential to develop into an international tourism destination. Then, Ineffective Inter-Agency Coordination: The development of Tanjung Lesung SEZ involves various central and regional government agencies. However, coordination among these institutions is not yet optimal, which may hinder the planning and implementation processes of the development programs. Then, Limited Community Participation: The local communities around the tourism area have not been fully involved in the development of the tourism destination. Active community participation is crucial to creating a safe, clean, and visitor-friendly environment, and the last significant Impact of Natural Disasters in the 2018 Sunda Strait tsunami caused substantial damage to this area. Post-disaster recovery requires time and additional investment for rehabilitation and reconstruction of damaged facilities.

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