

ROLE OF VILLAGE GOVERNMENT POLICY INNOVATION: MEDIATING INFLUENCE OF PROMOTION ON TOURISM DEVELOPMENT IN SUMENEP



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Abstract

This study aims to analyze the influence of promotion on tourism development by considering village government policy innovation as a mediating variable. The research focused on three leading tourist destinations in Sumenep Regency, namely Matahari Beach, Semaan Tourism Village, and Kedatim Mangrove Tourism. These three locations were chosen because they have high natural tourism potential and are a priority for local village government development. The method used in this study is Structural Equation Modeling - Partial Least Squares (SEM-PLS), which allows for the simultaneous and comprehensive testing of causal relationships between variables. A total of 100 respondents were used as research samples, consisting of the community, tourism managers, and village stakeholders who are directly involved in tourism development. The results of the study show that promotion has a positive and significant influence on tourism development. In addition, promotion has also been proven to have a positive and significant influence on policy innovation carried out by village governments. Policy innovation itself also shows a positive influence on tourism development. However, village government policy innovation is not able to be a significant mediating variable between tourism promotion and development. This finding shows that although promotion and policy innovation each contribute to the progress of the tourism sector, the effectiveness of innovative policies still requires the support of other factors such as community participation, cross-sector collaboration, and more structured and data-based long-term planning.

Keywords: Promotion, Policy Innovation, Tourism Development, Village Government, Sustainable Tourism

INTRODUCTION

Indonesia is well known throughout the world for its abundant natural resources. From towering mountains to stunning white-sand beaches, Indonesia's natural beauty has long been a global draw. In addition, Indonesia also has extraordinary natural panoramas, such as beautiful coral reefs, dense tropical forests, and spectacular volcanic lakes (Central Bureau of Statistics, 2023). Coupled with its rich cultural diversity, Indonesia is a favorite destination for tourists from all over the world.

Amidst the rapid development of the tourism sector, Indonesia maintains its status as one of the main destinations for tourists who want to enjoy the natural beauty and culture of the archipelago. The challenges and opportunities that arise in the world of tourism are an inseparable part of this growth process (Ministry of Tourism and Creative Economy, 2023). Therefore, tourism development is crucial to ensure the sustainability of this industry in the long term.

Tourism development is a process that is designed in a planned and sustainable manner. This process aims to advance the tourism sector in a particular area, with a focus on creating an unforgettable experience for visitors (UNWTO, 2023). In addition to providing a satisfying experience for tourists, tourism development is also expected to provide economic and social benefits to the local community.

One important aspect in tourism development is the preservation and protection of natural resources and local culture which are the main attractions for tourists. Through this effort, tourism not only has a positive impact on the economy, but also helps maintain valuable cultural and environmental heritage for future generations (Wibowo, MS, & Belia, 2023).

To ensure sustainable tourism amidst the ever-changing development of the industry, it is essential to involve stakeholders, local communities, and local residents. In the process of tourism development, attention must be paid to the needs, desires, and aspirations of local communities, rather than just focusing on economic benefits alone. The concept of sustainable tourism development has been widely recognized in the tourism world. Sustainable tourism is a tourism model that takes into account economic, socio-cultural, and

environmental impacts in both the short and long term, thus creating an authentic tourism experience for visitors (Wibowo, MS, & Belia, 2023) .

Sumenep Regency, located in the eastern part of Madura Island, is one of the areas with quite promising tourism potential. Tourist destinations in Sumenep Regency, such as marine, cultural, and historical tourism, have attractions that can support increased tourist visits (Sumenep Tourism Office, 2024). However, to optimize this potential, more structured and innovative efforts are needed from various parties, including village governments, local communities, and business actors.

Promotion plays an important role in the development of the tourism sector. In the Big Indonesian Dictionary (KBBI), promotion is defined as an effort to introduce or popularize something so that it is better known by the wider community. Meanwhile, according to (Kurniawan, A., Wicaksono, B., & Pratama, 2023) , tourism promotion is an effort to introduce tourist destinations to potential tourists. Good promotion can improve the image and attractiveness of tourist destinations, so that it can attract tourists to visit (Fadjuddinsya, ME, Rahayu, S., & Asiati, 2020; Helmi Pratama Firmansyah, 2022; Kotler, P., & Amstrong, 2017) .

Village government policy innovations still vary, depending on the capacity of each village in managing tourism potential. Some villages have shown significant progress in developing the tourism sector through innovative policies, while other villages still face various challenges, such as budget constraints, low community participation, and lack of access to resources (Lestari, ED, Boari, Y., Bonsapia, M., & Anes, 2023) . This indicates the need for further study on how policy innovation can play a role in supporting tourism development at the local level.

In efforts to develop tourism, apart from promotion, the role of village government is also a crucial factor. Village governments have a significant impact on sustainable tourism development, especially in terms of the policies and regulations they create. They act as key stakeholders who can provide strategic direction to advance the tourism sector in their area (Susi Iswanti, SI, & Zulkarnaini, 2022) . With the right policies, village governments can help ensure that tourism develops according to local needs and continues to support cultural and environmental sustainability.

Based on the Government Regulation of the Republic of Indonesia No. 72 of 2005 concerning Villages, the village government is responsible for managing village potential in order to improve community welfare, democracy, and equality while respecting regional cultural diversity. Therefore, this study aims to analyze the extent to which village government policy innovation can mediate the influence of promotion on tourism development in Sumenep Regency. The results of this study are expected to provide strategic recommendations for village governments in increasing the effectiveness of tourism promotion and accelerating the growth of the tourism sector in the area.

Promotion is an effort to introduce something to be known by the public. In the context of tourism, promotion aims to introduce the potential of tourist destinations to the wider public so that the destination can be known and visited (Anwar, K., Suyitno, S., Afifah, U., Idrus, I., & Rahayu, 2023) . Tourism promotion is an effort to introduce tourism products, namely destinations, to tourists (Oktaviani & Fatchiya, 2019) . This promotion can be done through conventional media such as brochures, banners, or billboards in various places, as well as through digital media such as e-flyers and promotional videos distributed on social media.

Promotion is crucial in communicating tourism potential that can be a selling point and influence tourists' attitudes (Djiko Richard, 2022) . Meanwhile, Rasaili et al. (2024) highlighted the importance of tourism promotion as one of the key factors in increasing the number of visitors to a particular destination, which can ultimately help develop tourism in the area. Therefore, an effective promotional strategy must include multiple communication platforms in order to reach a wider audience and increase the attractiveness of a tourist destination.

REVIEW OF LITERATURE

Promotion is an activity that communicates the advantages of a product and persuades customers to buy the product (MA Amirullah, S Rahayu, 2021; RAHAYU, 2022) In Sumenep Regency, tourism promotion has not been fully optimized, especially in terms of the use of digital technology and social media (Sumenep Tourism Office, 2024). In fact, the

current digital era offers great opportunities to expand the reach of promotion at a relatively lower cost.

According to (Adnyani & Bendesa, 2022) , community empowerment is a development approach that focuses on the active participation of local communities in tourism development. By providing the widest possible space for the community to play a role, this empowerment allows local communities to be directly involved in development, so that they have a real contribution to the process of developing tourist destinations in their area.

Furthermore, (Susi Iswanti & Zulkarnaini, 2022) quoted George's opinion (2019), which stated that a tourist destination can be said to have experienced development if there have been previous tourism activities. This development must be planned with three main principles. First, Ecological sustainability, namely ensuring that development is carried out while maintaining ecological balance. Second, social and cultural sustainability, meaning that development must have a positive impact on people's lives and be in accordance with local cultural values. Third, economic sustainability, namely development, must be economically efficient and use resources sustainably.

RESEARCH METHOD

The research objects in this study are various beaches and islands in Sumenep Regency, which are the main tourist destinations, namely Matahari Beach Fishing Spot Tourism, Semaan Tourism Village, and Kedatim Mangrove Tourism Beach. The selection of this location is based on its great potential in attracting tourists as well as various village policy initiatives that have been carried out to develop the tourism sector.

The population in this study includes all parties involved in tourism development in Sumenep Regency, especially at the research location. According to Sahir (2022), population is a combination of all elements that have similar characteristics that are the center of attention in a study. Based on data from the management of Village-Owned Enterprises (BUMDes), the population in the three research locations reached 5,140 people, consisting of the village government, BUMDes administrators, BPD, TP. PKK, Karang Taruna,

Pokdarwis, village MSME actors, local workers, fishermen groups, GAPOKTANDES, and local communities directly involved in tourism activities.

To obtain a representative sample, this study used the Slovin method with a margin of error of 10%. From the calculation results, a sample of 100 respondents was obtained which were then distributed proportionally in three research locations, namely Lobuk Village, Dasuk Village, and Kedatim Mangrove Tourism. This sample includes various tourism stakeholder groups, such as village governments, BUMDes administrators, tourism business actors, and local communities who contribute to tourism development.

RESULTS AND DISCUSSION

Discriminant Validity

Discriminant validity is a measure in a measurement model that shows the extent to which an indicator can distinguish the variable it measures from other variables. This test is carried out through a cross-loading approach, namely by comparing the outer loading value of the indicator against its latent variable with the outer loading value against other latent variables. An indicator is considered to have good discriminant validity if its outer loading value is the highest on the variable in question, thus ensuring that the indicator truly represents its latent variable and is not confused with other variables in the research model.

Table 1.
SmartPLS Discriminant Validity Value

Variables	Item	Z1	X2	Y	Z	Information
Promotion (X1)	X1.1	0.820	0.654	0.694	0.605	Valid
	X1.2	0.774	0.622	0.685	0.425	Valid
	X1.3	0.780	0.684	0.601	0.347	Valid
	X1.4	0.837	0.557	0.670	0.695	Valid
	X1.5	0.780	0.670	0.606	0.406	Valid
	X1.6	0.793	0.656	0.594	0.678	Valid
	X1.7	0.862	0.728	0.620	0.606	Valid
	X1.8	0.759	0.561	0.658	0.385	Valid
Tourism Development (Y)	Y.1	0.752	0.686	0.803	0.485	Valid
	Y.2	0.534	0.569	0.776	0.547	Valid
	Y.3	0.646	0.659	0.804	0.433	Valid

Variables	Item	Z1	X2	Y	Z	Information
	Y.4	0.555	0.572	0.758	0.608	Valid
Village	Z.1	0.507	0.551	0.583	0.813	Valid
Government	Z.2	0.584	0.507	0.521	0.848	Valid
Policy						
Innovation (Z)	Z.3	0.518	0.528	0.479	0.763	Valid

Source: SMART PLS output data processed by researchers, (2025)

The results of the discriminant validity test show that all indicators have the highest cross-loading values on their respective latent variables compared to other variables, which indicates that this research instrument is discriminatively valid. This proves that each indicator in the model is able to represent the variables it measures accurately, and there are no errors in the placement of indicators, so that the research model used has good discriminant validity.

Reliability Test

Reliability testing is carried out to assess the internal consistency of the measuring instrument as a complement to the validity test in the Partial Least Squares (PLS) analysis. According to (Hair, 2019), the reliability of variables with reflective indicators can be tested using two methods, namely composite reliability (ρ_c) and Cronbach's alpha.

Table 2.
Composite Reliability Values, Cronbach's Alpha

Variables	Cronbach's Alpha	Composite Reliability (ρ_c)	Information
Promotion (X1)	0.920	0.935	Reliable
Community	0.730	0.831	Reliable
Empowerment (X2)			
Village Government	0.794	0.866	Reliable
Policy Innovation			
(Y)			
Tourism	0.734	0.850	Reliable
Development (Y)			

Source: SMART PLS output data processed by researchers (2025)

The results of the reliability test in Table 2 show that all variables in this study have Cronbach's Alpha and Composite Reliability values above 0.70, which indicates that the

instrument used is classified as reliable. Thus, each indicator in the research variable has met the criteria of precision, accuracy, and consistency in measurement, so that the data obtained can be trusted for further analysis.

Structural Model Evaluation (Inner Model)

The evaluation of the structural model aims to test the causal relationship between latent variables based on the underlying theory, one of which is done through the determination coefficient test (R-Square) to assess how much the independent variables are able to explain the dependent variables in the model.

Determination Coefficient Test (R-Square)

Table 1
R-Square Values of Endogenous Variables

Variables	R-Square Value	R-Square adjusted
Tourism Development	0.713	0.704
Village Government Policy Innovation	0.478	0.467

Source: SMART PLS output data processed by researchers (2025)

The R-Square test results in Table 3 show that the independent variables in the model can explain 71.30% of the variation in the Tourism Development variable, indicating that the model has good predictive power. Meanwhile, the R-Square value of 0.478 for the Village Government Policy Innovation variable indicates that the exogenous variables explain 47.80% of the variation, so that even though their contribution is quite large, there are still other factors outside the model that influence the policy innovation.

Effect Size Test (F-Square)

Table 4
F-Square Values of Exogenous, Endogenous, and Intervening Variables

	Tourism Development	Village Government Policy Innovation
Promotion	0.165	0.096
Village Government Policy Innovation	0.038	

Source: Data processed with SmartPLS 4.0 (2025)

F-Square is used to assess how much influence the independent variables have on the dependent variables in the structural model. Based on Table 5.4, the F-Square value for the influence of Promotion on Tourism Development of 0.165 indicates a moderate influence,

which means that promotion has an important role, even though it is not the only determining factor. Meanwhile, the F-Square value for Village Government Policy Innovation on Tourism Development of 0.038 is classified as weak, indicating that existing innovative policies are not strong enough to encourage the growth of the tourism sector and still need strengthening.

Hypothesis Testing

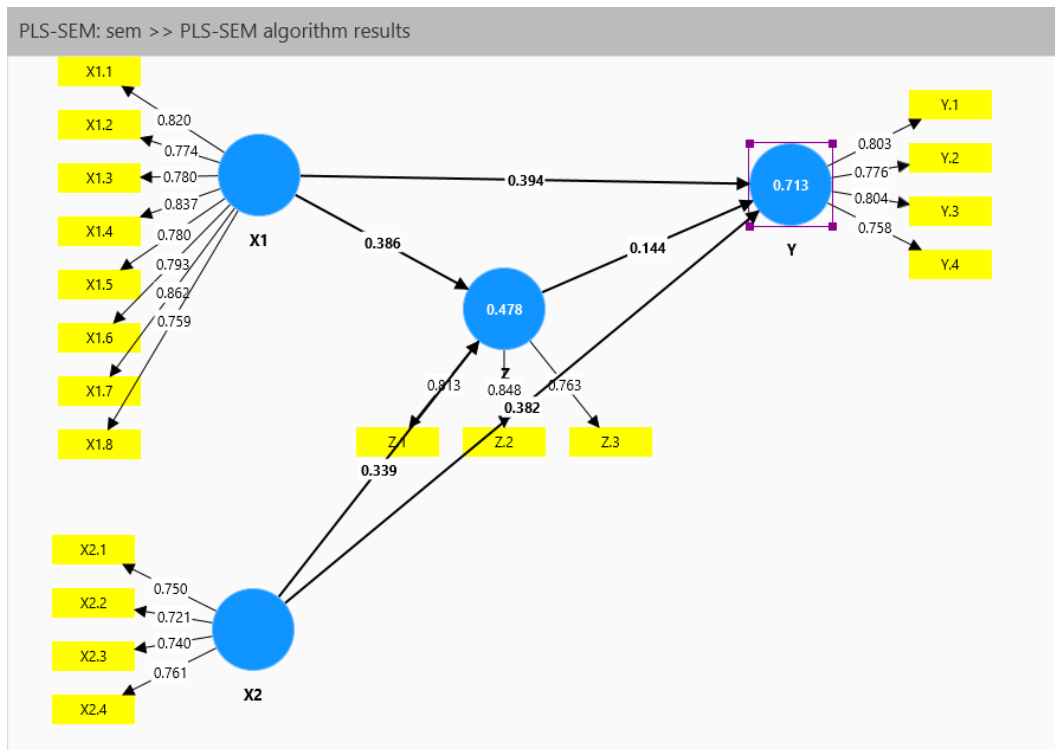


Figure 1.
Outer Model (PLS-SEM Algorithm)

Source: Outer SmartPLS, 2025

Direct Effect

Direct Effect or direct effect in Structural Equation Modeling (SEM) is a direct influence that occurs between independent variables (exogenous) on dependent variables (endogenous) without involving mediating variables, which shows a pure causal relationship between the two main variables (Hair, 2019).

Table 5.
Direct Effect Test Results

Research Variables	Original Sample (O)	T-Statistic (O/STDEV)	P Value	Information
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Promotion « Tourism Development	0.394	0.104	0.000	Positive and Significant
Promotion « Village Government Policy Innovation	0.386	0.391	0.003	Positive and Significant
Village Government Policy Innovation « Tourism Development	0.144	0.142	0.056	Not Significant

Source: Data processed with SmartPLS 4.0 (2025)

In the smartPLS program, the results of the hypothesis test can be seen through the Path Coefficient Bootstrapping Technique as follows:

Table 6.
Received variable data

	T. Statistics	P-Values
X1 → Y	3,793	0.000
X1 → Z	3.011	0.003

Source: SMART PLS output data processed by researchers (2025)

Table 7.
Data on Rejected Variables

	T. Statistics	P-Values
Z → Y	1,910	0.056

Source: SMART PLS output data processed by researchers (2025)

X1 : Promotion

X3 : Policy Innovation

Y : Tourism Development

The table data shows that X1 has an effect on Y, X1 has an effect on Z. However, Z does not affect Y.

Indirect Effect

Table 8.
Results of the Indirect Effect Test

Research Variables	Original Sample (O)	T-Statistic (O/STDEV)	P Value	Information
Promotion « Village Government Policy Innovation « Tourism Development	0.056	1,614	0.107	unable to mediate

Source: SMART PLS output data processed by researchers (2025)

Table 8 shows the path coefficient value indicated by the t-statistics and p-values for the indirect relationship between exogenous variables and endogenous variables.

The Influence of Promotion on Tourism Development

The results of the study show that promotion has a significant direct influence on tourism development, as evidenced by the P-value of 0.000. Effective promotional strategies, especially through social media, have been shown to increase destination attractiveness, tourist arrivals, and drive tourism sector growth. The majority of respondents in statement X1.6 strongly agreed that the village government actively manages social media for tourist destinations. This is reinforced by field observations at Pantai Matahari Fishing Spot, Semaan Tourism Village, and Kedatim Mangrove Tourism, which show active use of social media in the form of visual uploads, interesting descriptions, and direct interaction with potential tourists. Promotions that are carried out optimally function not only as a communication tool, but also as a driver of tourism growth when combined with innovative policies such as the provision of facilities and cooperation between stakeholders.

However, the effectiveness of promotion is highly contextual and depends on the characteristics of the tourism market. Destinations that are still developing tend to benefit more from digital promotion, while destinations that are already internationally popular, such as Pandawa Beach, are more influenced by informal channels such as personal recommendations. This is in line with previous studies, which state that promotion has a significant effect on tourism development (Awaluddin, 2021; Rahanra, 2022), but contradicts the findings (Vitha Wahyundari et al., 2015) which state that promotion does not affect foreign tourist satisfaction. Therefore, effective promotion must consider market segmentation and be supported by innovative policies that are able to answer the needs and preferences of tourists, to contribute maximally to the sustainable development of destinations.

The Influence of Village Government Policy Innovation on Tourism Development

The results of the study indicate that village government policy innovation has not had a significant impact on tourism development at the research location, as indicated by the P-value of 0.013. Although several innovative policies have been implemented, their impact on the growth of the tourism sector is still weak compared to other factors such as promotion

and community involvement. Village governments generally only play a role in providing administrative and moral support, without strategic policies that really drive the progress of tourist destinations directly. This shows the need for data-based and collaborative policy development that can strengthen the position of village governments as the main actors in local tourism development.

This finding is in line with the view (Larasati, Dewi Citra & Kurahman, 2019; Larasati & Kurrahman, 2019) that the role of the village government must be balanced with increasing community capacity to achieve policy effectiveness. However, this result contradicts the study (Lestari et al., 2023) , which emphasizes the dominance of the government's role in tourism success through the provision of infrastructure and regulations. In contrast, the study (Fahira et al., 2022) shows good practices from Purworejo Village, where the village government plays a role as a motivator, facilitator, and dynamic effectively. Based on these findings, it can be concluded that in order for village government policy innovation to have a real impact on tourism development, concrete actions, multi-party involvement, and a more focused and applicable long-term strategy are needed.

The Influence of Promotion on Village Government Policy Innovation

The results of the study show that promotion has a significant influence on village government policy innovation, as evidenced by a P-value of 0.003. Promotion that is carried out effectively not only functions as a communication tool, but is also able to encourage the emergence of new regulations and programs based on local potential and technology. With increasing public awareness of tourism potential through promotion, active participation in providing more adaptive policy input has emerged. In addition, consistent promotion also strengthens the identity of the tourist village, attracts the attention of external parties such as investors and non-governmental organizations, and encourages the village government to formulate innovative policies that are relevant to local tourism needs.

This finding is supported by the theory (Kotler, P., & Amstrong, 2017) , as well as research (Rahmadi et al., 2020) and (Azizah et al., 2020) , which states that promotion has a strategic role in encouraging policy innovation at the village level. However, this result contradicts research (Sari, DP, Nugroho, A., & Rahmawati, 2023) and (Prasetyo, T., & Wulandari, 2022) , which states that promotion alone is not enough if it is not supported by

adequate resources and community participation. In some cases, promotion only increases village visibility without resulting in meaningful policy changes. Therefore, although promotion has great potential in driving policy innovation, its effectiveness is highly dependent on village readiness, resource availability, and a clear and sustainable development strategy direction.

X1 (Promotion) → Z (Policy Innovation) → Y (Tourism Development)

The results of the study revealed that promotion did not have a significant indirect influence on tourism development through policy innovation, as indicated by a P-value of 0.107. Although promotion has been shown to encourage the birth of new policies, its influence is not yet strong enough to be an effective mediator in the relationship between promotion and tourism development. This is caused by a promotional orientation that places more emphasis on destination exposure without being balanced by innovative policies that support long-term structural change. Without synergy between promotion and strategic policies, the growth of the tourism sector tends to be slow and unsustainable.

To overcome this weakness, a more strategic promotional approach is needed that is integrated with tourism development policies. Promotion should not only be a tool to attract tourists, but also serve as a trigger for the birth of progressive policies that are relevant to the needs of the tourism industry. One strategy that can be implemented is data-based promotion, which helps formulate more targeted policies. Collaboration between the government, industry players, and local communities is also key to ensuring that the policies that are created are truly applicable and have a real impact on the growth of tourist destinations.

This study also highlights the weaknesses of current promotional strategies, which are not yet strongly linked to policy innovation. Without long-term policy support that is oriented towards sustainable development, promotion becomes only a momentary communication activity. Therefore, effective promotion must be aligned with the formulation of innovative policies that take into account market trends, tourist preferences, and local potential. With a more holistic approach, promotion and policy innovation can reinforce each other in efforts to build a more dynamic and sustainable tourism sector.

CONCLUSION

1. Promotion has a positive and significant influence on Village Government Policy Innovation.
2. Village Government Policy Innovation has a positive and significant impact on Tourism Development.
3. Village Government Policy Innovation is unable to mediate Promotion of Tourism Development.

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