

# Government Policy on Jatijajar Cave as a Community Economic Empowerment through Participation in Bapak Village, Jatijajar Subdistrict, Kebumen Regency

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**Abstract.** Economic problems and the welfare of the community are quite high, encouraging the government to continue to explore the potential of natural resources and human resources owned by a region, then develop it to support the economy and welfare of the community, one of which is in the field of tourism. For tourists and the community to know and be able to enjoy a tourist attraction, it is necessary to make efforts to manage tourist attractions. The focus of the study in this research is focused on the preposition: 1) The implementation of local government policies related to tourism must be supported by community empowerment in the development of micro-enterprises so that it will have an impact on improving the local economy; 2) Sustainable empowerment will be able to reduce the level of structural unemployment; 3) The higher the community participation in managing tourism objects, the more positive socio-economic changes will occur in the community. The purpose of this study is to analyze the relationship between community participation and empowerment as well as public policy in managing tourist attractions in Kebumen Regency and its impact on the economy.

**Keywords:** Community empowerment, public policy, tourism management, community economy

## 1 Introduction

Problems related to the community's economy are still a crucial issue because they are closely related to the welfare of the community. The government needs to pay more attention to this problem, one of which is by exploring the potential of regions in Indonesia. By exploring the potential of a region, the government can plan what sustainable development can be done to improve the economy of the people in a region. One of them is by managing existing natural resources as a tourist attraction. According to Hakim & Lutfi (2020), there are still many potential natural resources in Indonesia that have not been preserved and managed properly, even though they should be managed as tourist attractions that can not only improve the community's economy but also help preserve these natural resources. Indonesia as a country consisting of thousands of islands and diverse natural beauty and inhabited by hundreds of tribes with diverse cultures, actually has enormous potential to be developed, especially in the field of tourism. Tourism is an activity related to travel to enjoy tourism products or tourist attractions. For tourists and the community to get to know and be able to enjoy a tourist attraction, it is necessary to introduce and manage the tourist attraction, these activities include improving tourism facilities and infrastructure.

Indonesia's vast natural wealth with various cultures, customs, and religions can certainly be utilized in the field of tourism as an excellent commodity sector for the economy and as the second largest source of foreign exchange after petroleum and natural gas. Since 1978, the government has continued to develop tourism in increasing foreign exchange earnings, expanding employment, and introducing Indonesian culture to foreign countries. Supervision and development of tourism are carried out with due regard to the preservation of culture and national identity. For this reason, it is necessary to take more focused steps and arrangements based on integrated policies, including in the fields of promotion, provision of facilities and quality, and smooth service.

Development in the field of tourism to date continues to be encouraged in areas where the potential of natural resources has been identified. However, this tourism development must still pay attention to aspects of environmental sustainability, so that the development carried out is sustainable. Sustainable development is

conceptually understood as a process consisting of economic, socio-cultural, and environmental-ecological dimensions (Kader & Radjak, 2020). The concept includes all regional development, namely national development and regional development, or urban and rural development. Conceptually, sustainable development means that in the process of implementing development, it must provide economic, socio-cultural, and environmental-ecological benefits to a region or development area (Rosana, 2018).

Currently, the tourism and cultural sector in Indonesia, especially Jatijajar Village, Kebumen Regency, has not been running optimally. Even though this is very influential in increasing the country's foreign exchange income and the local community. Kebumen Regency has many tourist attractions that are very potential to be developed properly, and have been running so far such as the Jatijajar Cave tourist spot. Although Kebumen has some natural and cultural potentials that can be relied upon, most of them have not been fully explored. Many of the management of natural and cultural tourism objects in Kebumen is not optimal, this can be seen from the state of infrastructure in various tourist attractions that are not complete and not well maintained.

The purpose of tourism is explained in Article 4 of Law No. 10/2009 on Tourism, which is to encourage economic growth, improve people's welfare, eliminate poverty, and unemployment, preserve nature, the environment, and resources, develop culture, raise the nation's image, foster a sense of love for the country, strengthen national identity and unity, and improve friendship between nations. In Ministerial Regulation No. 33 of 2009 concerning Guidelines for the Development of Tourism in the Region, what is meant by tourism is a natural tourism activity in a responsible area by taking into account the elements of education, support for efforts to conserve natural resources, and improve the welfare of the local community.

Furthermore, in Law No. 10/2009 on Tourism, it is stated that tourism development is developed with an approach of economic growth and equity for the welfare of the people as well as development that is oriented towards regional development, relies on the community, and empowers the community which includes various aspects, such as human resources, marketing, destinations, science and technology, cross-sectoral linkages, interstate cooperation, small business empowerment, and responsibility in the use of natural and cultural resources.

Seeing these potentials, it is necessary to have an appropriate marketing strategy so that goals and objectives can be achieved. However, as a tourist destination, Kabupaten Kebumen has several weaknesses that result in relatively few tourists visiting compared to other regions. These weaknesses are caused, among others, by poor or difficult access to tourist attractions, poor road facilities, and inappropriate tourism promotion strategies. The low number of tourist visits to tourism objects in Kabupaten Kebumen is also caused by the weak marketing system and participation of the local community. Therefore, it is necessary to develop a marketing model and tourist facilities to increase the attractiveness of visitors to tourist attractions in Kebumen Regency.

According to Morrison (2002), who explains that marketing is a process that takes place continuously and continuously, where the activities that take place in it are planning, analyzing, implementing, monitoring, and assessing various activities designed to satisfy the needs and desires of customers and organizational goals. For these activities to take place effectively, the marketing effort requires everyone in an organization. In response to the various problems faced by tourism objects in Kebumen Regency, it is necessary to conduct a study to synchronize government policies with community participation, as well as strategies that can be used by tourism managers in Kebumen to improve service quality and the number of tourist visits.

## **2 Literature Review**

### **2.1 Understanding Public Policy and Community Empowerment**

Before discussing further the concept of public policy, we need to review the concept of policy, or in English we often hear the term policy. In the Big Indonesian Dictionary, the policy is defined as a series of concepts and principles that become the outline and basis of plans in the implementation of a job, leadership, and how to act (in government, organizations, and so on); a statement of goals, objectives, principles, and guidelines for management to achieve goals. Carl J Federick (Leo Agustino, 2008: 7) defines policy as a series of actions/activities proposed by a person, group, or government in a certain environment where there are obstacles (difficulties) and opportunities for the implementation of these policy proposals to achieve certain goals. This argument also shows that the idea of policy involves purposeful behavior and objectives are an important part of the definition of policy, however, because policy must show what is done rather than what is proposed in some activity towards a problem.

James E Anderson (Islamy, 2009: 17) reveals that policy is "a purposive course of action followed by an actor or set of actors in dealing with a problem or matter of concern" (A series of actions that have certain intentions followed and implemented by an actor or group of actors to solve a particular problem). The concept of policy offered by Anderson, according to Budi Winarno (2007: 18) is considered more appropriate because it focuses attention on what is done and not on what is proposed or intended. In addition, this concept explicitly

distinguishes between policy and decision, which implies a choice between various alternatives. Empowerment in Indonesian is the translation of "empowerment" in English.

Empowerment as a translation of empowerment according to Merriam-Webster in the Oxford English Dictionary contains two meanings: a. To give ability or enable to, which translates as giving ability or capability or enabling to. b. To give power or authority to, which means giving power (Roesmidi, 2006). Based on the understanding from the research literature above, which states that the empowerment process contains two tendencies. First, with an emphasis on the process of giving or transferring some power, strength, or ability from the community to more empowered individuals, which is the meaning of the main tendency. While the second or secondary tendency emphasizes the process of stimulating, encouraging, or motivating individuals to have the ability or empowerment to determine what is their choice through a dialogue process.

In the context of construction, the term empowerment is not a new term but has often been expressed since the realization that the human factor plays an important role in development. Wasistono (1998:46) has summarized the opinions of several experts on empowerment. According to Carlzon & Macauley empowerment is "Freeing a person from rigid control, and giving people the freedom to take responsibility." According to Wasistono (1998:46) empowerment can be divided into four views that differ in purpose and scope, namely: a. Empowerment of individual members of the organization or community members; b. Empowerment of teams or community groups; c. Organizational empowerment.

According to Pranaka in Sugiarti (2003: 187), the concept of empowerment is a concept that was born as part of the development of the thinking of Western society and culture which can be seen as part of the modernization of the system and then applied to the world of power. In the Oxford English Dictionary in Sugiarti (2003: 188), the word "empower" is found which contains two meanings: (1) is a member of power, transferring power or delegating authority to others to be empowered, and (2) is an effort to provide ability or empowerment. The tendency to the first process can be called the primary tendency of the meaning of empowerment. While the second tendency is a secondary tendency that emphasizes the process of stimulating, encouraging, or motivating individuals to have, train, and remind the ability or empowerment to determine what is their choice through the process of dialogue, effort, and work.

Empowerment is a method that can change people's perceptions to enable individuals to adapt to their environment. To raise awareness or motivation in a person will require intervention or stimulation that comes from outside, this is because the person's desire to develop or change the initial situation is inseparable from the individual's ability which is determined by the level of education, skills, and experience, the environment and the social and cultural context. Empowerment in the development process must contain two basic strategies that combine two objectives at once, namely growth and equity. In the contextual flow, effective empowerment only if it is supported by two things:

- a. Siding with the weak and their empowerment
- b. Stabilization of autonomy and delegation of the winners in the management of Life.
- c. Moderisasi by sharpening and strengthening the direction of change setruktur social and cultural economy sourced on the role local communities.

Economic development in tourism is primarily aimed at making the community able to create jobs, able to compete in an era of change and able to maintain religious values and the preservation of local or regional culture. In addition to the normative approach mentioned above, tourism in Indonesia in the process of development and development has four missions, among others (Muljadi, 2010: 26):

- a. Empowerment and community participation in the development of tourism;
- b. Utilization of culture for tourism in the interests of religion, education, science, economy, unity and integrity, as well as the friendship between nations;
- c. Product development of environmentally sound ecotourism relies on the area's cultural, natural charm, excellent service and global competitiveness;
- d. Human Resources Development of ecotourism healthy, noble and professionals who are able to take part in the international arena.

### 3 Result and Discussion

#### 3.1 Proposition 1: Local Government Policy Implementation-related Ecotourism Should be Supported by the Community Empowerment in the Development of Micro-enterprises, so that Will Have an Effect on the Improvement of the Local Economy.

Participation is an activity that is integrated within each individual in it there are roses emphasis to the stimulus received or perceived by the sensory organs of individuals and this process always takes place all the time, because of the participation it is an activity that is integrated, all existing within the individual like the feeling, the experience, the ability to think, the terms of reference, and other aspects that exist within the individual will contribute to the perception (Walgito, 2003). In the utilization of natural areas, tourism use

approach to the conservation and utilization. Both approaches are implemented with emphasis on conservation than utilization. Another approach is the approach in favor of local communities to be able to maintain local culture and at the same time improving the welfare (Fandeli, 2000). Tourism can be utilized to drive change and animate life through job opportunities available, increasing revenue, and improving the quality of life (Baiquni, 2010).

The government's role in developing tourism in the outline are providing the infrastructure (not only in physical form), extending various forms of facilities, activities coordination among government officials with the private sector, the setting and the general promotion. The government must have the efforts to menatik community participation. Efforts include: Development of tourism products, tourism marketing and community development. (Spillane 1987: 116). Stenleny in Spillane (1987: 116), divides the guide elements of marketing into:

- a. Free management (Product Mix), consumer or pengunjung memerlukan types of tourism and travel means certain.
- b. Guide the process of deployment (Distribution Mix), in the process of large lists different types of operation to bring consumers padaproduknya.
- c. Free communication and lighting (Communication Mix), this dalamproses used several types of approaches, other tersebutantara approach: approach to Sales protion, which is Image Promotion approach, the approach through the provision lighting services, guide services.

Participation of the community is key to the development of tourism, because of the success of tourism development is highly dependent on the positive attitude of society to the presence of the tourist attractions are concerned. Community participation in tourism can be divided into two, namely:

- a. Participation in person, is a conscious community participation is geared for tourism development in mutual cooperation, the dramas show intentionally used in tourism attractions. During this most perceived, associated with the security community participation is completely awake. In particular, the security of the tourists that there had been no significant complaints.
- b. Participation indirectly, a participation that inadvertently affect the development of tourism, for example, when a person or a community maintain a clean home. (Directorate General of Tourism 1985:5).

Furthermore, the successful development of a tourist place depends on the positive attitude of the population towards the existence of the tourist attractions are concerned. Participation of the community is key to the development of tourism so that will be established a strong cooperation. With the more advanced tourism objects, then from a variety of things to be constantly improved both physical and non-physical. Therefore, the local government needs to cooperate with the other parties, especially the people and work optimally in empower existing tourism objects.

There are a number of attractions in Kebumen, where Jatijajar Goa is one of the attractions are still to be excellent. Sightseeing is located 21 km southwest District of Gombong it every year crowded with visitors. Visitors who come in are very diverse, not always come from the people around Kebumen (Rusmim, 1991: 8). Not a few features that are offered from the tourism Jatijajar cave. Inside the cave there is an underground river that is still active. There are also two spring, the Spring Kantil and Spring Rose. In two spring that can be approached visitors it is still believed, that would wash the face with spring water can be ageless. The flow of water from the Spring Rose passing through a narrow hole through me outside the cave. However, on the basis of the Spring Kantil encountered narrow elongated hole, so that it should explore the cave through the dives. In addition to the two last spring, there are another two other spring, the Spring Jombor and Puserbumi, the spring is sacred, because when a certain person memmpunyai desires, with the offerings in the spring put it, it will be granted his prayer, therefore, to pass through the hall gua- cave, it must be with the permission of the manager.

Participation among fellow citizens or members of an association which namely horizontal participant, and the participation of subordinates by superiors, among clients with a partner, or between society as a whole by the government, which is named vertical participation. (Taliziduhu Ndraha, 1987: 102). Public participation in the process of identifying the problem and the potential that exists at Heritage Goa Jatijajar. Participation is important are as follows: First, community participation is a tool to obtain information about the conditions, needs, and attitudes of the local community, without whose presence the development programs and projects will fail; second, that the public will trust the development program if they feel it would be to know the ins and outs of the project and will have a sense of belonging to proyektersebut; third, that it is a democratic right when people are involved in the development of their own communities.

Governments should increase cooperation with the community to the preservation of Goa tourism Jatijajar, so Goa Jatijajar attract more foreign and domestic tourists. People should not only maintain and conserve however, can be as a driver, implementing and promoting. The government here should participate as facilitators and appealed, gives support and shelter as well as supplying funds to the opening of the construction of facilities and infrastructure in order to improve the comfort of visitors Goa Jatijajar Kebumen.

Increased foreign and domestic tourists who flock to Goa Jatijajar automatically desperately needed better protection. Can the authors observe that existing safeguards in Goa Jatijajar still less than the security standards. Security is less than the standard it can be seen from the inside and the outside of Goa. Sides in Goa among others; the lack of lighting facilities such as lights Main risky and decorative lighting art element for the part that you want highlighted, yet the construction of anti-slippery floor and a handle that visitors can touch when walking around Goa Jatijajar for the safety of the end. Security is less than the standard of the outer side of Goa, among others, such as land for krang adequate parking area, lack of parking attendants who guide the vehicle to be parked as well as a vehicle seat the visitors. Yet many support staff as an information center, hooks, and security.

Goa tourism Jatijajar empowerment program can not be considered as expected because there are many issue that must be corrected ranging from physical and non physical aspects. The physical aspect is the environmental conditions around the inside and outside Goa jatijajar, either the leisure facilities of vision, sound, and a place to rest the visitors. Non-physical aspect here is how local communities and governments can work together to manage these sights so that management can be organized and structured. Regular and structured management is didini is keungannya, safety, comfort, and keindahannya. Management of regular and structured cooperation is required here and a strong commitment. Management of the structure is not quite the clever and strong human resources alone, but also human resources required an active, creative and innovative. So that participation could be established, the need for cooperation, such cooperation can be established between the community and the Department of tourism, the tourism office has made every effort to arouse or increase community participation in order to be invited for cooperation.

### **3.2 Proposition 2: Empowering Sustainable Will Reduce Structural Unemployment**

Social change as the social changes that occurred in the structure and functioning of society. Similar views were expressed by Wilbert Moore who saw social change as a change in the social structure, the interaction patterns of behavior and social. Meanwhile, According to Mac Iver, social change is the change in social relations or a change to the balance (Robert H. Laurer, 1993: 289). Every man for life must be changes. Changes can be either limited or broad influence, the changes are slow and some changes are going fast. Changes can be about values and social norms, patterns of organizational behavior, the structure of social institutions, the layers of society, power and authority, social interaction and so on. Changes that occur in the community is a normal phenomenon. Its influence can spread quickly to other parts of the world thanks to modern communications (Soerjono Soekanto, 2009: 259).

Social change has several characteristics, namely: a) The effect of the elements of material culture of the elements of the immaterial; b) The changes that occurred in the structure and functioning of society; c) changes in social relations (social relationships) or as a change to the balance (equilibrium) social relationships ; d) A variety of ways of life that have been received, either because of changes to geography, culture material, composition of the population, as well as their diffusion ideology or new discoveries in the society; e) The modifications that occur in patterns of human life; f) All forms of changes in social institutions within a community, that affect social systems, including the values, attitudes and behavior patterns among groups in society.

Implementation of national development Among others include economic, legal, social culture. But the public has not fully prepared to accept the changes generated by social development the which leads to better cultural impacts are positive or negative. Influence Appears from the rapid development is the change of social culture that Occurs in traditional societies, the change from a closed society into a more open society, of the values that are homogeneous to the pluralism of values and social norms is one of the perceived impact Ahmadi as stated by Abu (2004: 14) "social and cultural change covers many areas of life and is a concern for all social institutions such as: industry, religion, economy, government, family, clubs and educational societies".

Principal happens to social and cultural changes resulting from changes in the rapidly growing today apart from the effects of development, as well as the penetration of culture from the outside that fit easily due to the development process itself. Among them is the process and the development of tourism in an area visited by many tourists. It has been realized that the practices of tourism, who see cultures (also natural), mainly as a source of commodities, it brings the effects that are not always positive. The positive impact that usually can be felt directly and immediately is in terms of economic benefits, as has been outlined in the Law On Tourism. 9 of 1990, namely the operation of tourism One of the goals is to increase local revenue in order to improve the welfare and prosperity of the people, is also trying to expand and equalize opportunities and employment as well as to encourage regional development.

It is proper for tourism can be an alternative for economic growth to such a source of income for each area that has the potential to host, in an effort to acquire or increase local revenue. but the real advantage is only a short-term gain. Perceived then is the bad impact, namely the existence of cultural expressions and used as the source of the commodity. Tourism that emphasizes economic approach tends to give a leading role in the government and owners of capital, and its purpose is also determined and especially for their interests. The role of the community is so low that they tend to appear submissive and did not have the initiative because it is placed as an object rather than as subjects.

#### 4 Conclusion

In an effort to improve the community's economy through the tourism sector, the central and local governments have an important role in determining policies related to tourism in a region. The implementation of local government policies related to tourism must be supported by community empowerment in micro business development, so that it will have an impact on improving the community's economy. Jatijajar Cave is one of the excellent tourist attractions in Kebumen Regency, located 21 km southwest of Gombong District. In its management, horizontal participation between fellow citizens or members of an association is needed. In addition, the government must increase cooperation with the community for the preservation of Jatijajar Cave tourism, so that Jatijajar Cave will increasingly attract foreign and domestic tourists. Because with the number of tourists visiting the Jatijajar Cave tour, the economy of the surrounding community will increase. The role of the government in developing Go Jatijajar tourism can be implemented by providing infrastructure (not only in physical form), expanding various forms of facilities, coordinating activities between government officials and the private sector, regulation and promotion in general. The existence of Goa Jatijajar tourism, which is one of the national development implementation projects, has a significant impact on the economic and socio-cultural aspects of the Kebumen Regency community, especially the people in Gombong District. Based on this research, it is concluded that community empowerment in the management of Jatijajar Cave tourism does have a positive impact on the level of income (economy) of the community, but on the other hand the existence of this tourism has a quite negative impact on the socio-cultural aspects where there is a degradation of the culture of the indigenous people due to acculturation and cultural assimilation with outsiders or tourists.

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