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Renewal of the Concept of Sustainable Tourism Development in Indonesia

(Comparative Study of Local Government of Batu City and Probolinggo Regency)

Pembaharuan Konsep atas Pembangunan Pariwisata Berkelanjutan di Indonesia

(Studi Komparasi Pada Pemerintah Daerah Kota Batu dan Kabupaten Probolinggo)

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Abstract

Development and tourism planning is an integral part of the unified whole of development in Indonesia. The demand for SDG's for sustainable development is a challenge in itself. Development in Indonesia has an integrated planning system from the central government to the regions, as well as from the regions to the center. Integrating the SDG's focus as a mandatory aspect of sustainable development, tourism is included in one of the development items. This study uses a qualitative method by comparing the two regions. Batu City, which had a tourism vision from the start, and Probolinggo Regency, which had a different vision. Even with a different vision, tourism development still prioritizes aspects of sustainability, even with planning that is in accordance with the characteristics of each region. In this study, three new variables were produced, namely political sustainability, disaster preparedness, and regional capacity as aspects of further consideration.

Keywords: Sustainable Development, Tourism, Renewal.

Abstrak

Perencanaan pembangunan dan pariwisata merupakan bagian integral dari kesatuan utuh atas pembangunan di Indonesia. Tuntutan atas SDG's atas pembangunan berkelanjutan menjadi tantangan tersendiri. Pembangunan di Indonesia memiliki sistem perencanaan secara integrasi baik dari pemerintah pusat kepada daerah, maupun dari daerah kepada pusat. Mengintegrasikan focus SDG's sebagai aspek wajib pembangunan berkelanjutan, pariwisata termasuk ke dalam salah satu item pembangunan. Penelitian ini menggunakan metode kualitatif dengan cara membandingkan dua daerah. Kota Batu yang dari awal perencanaan memiliki visi wisata dan Kabupaten Probolinggo yang memiliki visi yang berbeda. Meskipun dengan visi yang berbeda pembangunan kepariwisataan ternyata tetap mengedepankan aspek keberlanjutan meskipun dengan perencanaan yang sesuai dengan karakteristik daerah masing-masing. Pada penelitian ini menghasilkan tiga variabel baru yaitu keberlanjutan politik, kesiapsiagaan bencana, dan daya tampung wilayah menjadi aspek pertimbangan selanjutnya.

Kata Kunci : Pembangunan Berkelanjutan, Pariwisata, Pembaharuan.

Introduction

The concept of sustainable development has been known for a long time. In 1987 this term was put forward by the World Commission on Environment and Development as an international organization that discusses environmental issues. An important point that is used as this concept is development which is very concerned about future problems. This means that when there is development and necessities of life in the present era, it does not reduce opportunities or allocations for future generations (Bockish, 2012).

The initial basic variables of this sustainable development are 1) Social; 2) Environment; 3) Economy. Each of these variables has a relationship with one another. Between the social and environmental dimensions there is a bearable aspect which means it can be endured. Between the social and economic dimensions there is an equitable aspect which means fair. Between the environmental and economic dimensions there is a viable aspect which means it can work (Bockish, 2012).

Support for development that prioritizes aspects of future generations was programmed by the United Nations in the early 2000s which were called the MDGs (Millennium Development Goals). The key points of this program are 1) overcoming poverty and hunger, 2) achieving universal primary education, 3) promoting gender equality and empowering women, 4) reducing child mortality, 5) improving maternal health, 6) fighting HIV/AIDS, malaria, and other infectious diseases, 7) ensuring environmental sustainability, 8) developing a global partnership for development. Indonesia, which realized the importance of the MDGs, then ratified it in the form of national development planning at that time (Bappenas, 2010). At the end of the MDG's period, this international program was considered successful in several regions, including Indonesia. The indicators for the eight programs are described with detailed variables on their levels of success (Lisbet, 2016).

In 2015, since the passing of the MDG's, the international world has expanded this sustainable development to several sectors. The continuation of the MDG's program is the Sustainable Development Goals (SDG's), which have been ongoing until this year. SDG's are programmed starting from 2015-2030. Indonesia, which has already implemented the MDGs, certainly welcomes the continuation of this program. SDG's has 17 priority programs that are broader and specific than the MDG's (sdgs.bappenas, 2022). The ratification of the global SDGs is then strengthened into Presidential Regulation Number 59 of 2017 with increasingly detailed targets.

The problem of achievement was hampered by the Covid-19 outbreak so that some of the achievements in the evaluation were quite hampered. This obstacle consists of several indicators that have not been achieved according to the target. Therefore in 2021, the Indonesian government renews the 2017 Presidential Regulation regarding sustainable development in Presidential Regulation Number 111 of 2021 (majalahcsr.id, 2022). The State of Indonesia has even taken action on this SDG's program at the village government scale. In 2021 the Ministry of Villages, Development of Disadvantaged Regions, and Transmigration released 10 village SDG focuses at a time when the country is struggling to recover from the co-19 pandemic (kemendes.go.id, 2022).

Tourism is one of the objects of development. In the SDG's global tourism program, it is included in point 8 on decent work/improving an inclusive sustainable economy and point 12 on ensuring sustainable patterns of production and consumption. Currently, tourism patterns have even reached systemic and collaborative management such as pentahelix. Tourism that is planned in an integrated manner is one of the problems which is sufficient to be the key to sustainability. This is because not all regions have the same vision and mission in the context of tourism. This study a comparison of two local governments in Indonesia as the object of research.

Tourism development fundamentally pays attention to several basic concepts of sustainable development such as: 1) Sustainable Tourism Development, 2) Integrated Regional Development and Tourism Product Development; 3) Tourism Economic Development; and 4) Environmental Development. In development, it is expected to pay attention to the executors of the development itself, namely the government, the private sector, the community (community). The synergy between the implementers of the development will make development maximal. In addition, in the current era, we must pay attention to the impact on the environment, which is then known as sustainable development. In Probolinggo Regency, the draft regional regulation on the Tourism Development Master Plan is expected to be a milestone in implementing this sustainable development. Sustainable development is development with due regard to a) Pro-Economy Welfare; b) Pro Sustainable Environment; c) Pro Social Justice; and d) Pro Environment (Sutisna,2006).

This concept has been going on for quite a while. In this study, the update of this concept is taken, which is about problems that always occur even though they already include these four development concepts. In the first object, namely Batu City, which had been planned from the start to

become a tourist city, it turned out to be experiencing a "saturation point" in tourism development. This is indicated by the unpreparedness of facilities and regional spatial planning during the "peak season". Traffic jams in almost all areas of the city indicate that this city has a maximum capacity at that moment, while developing accessibility is quite difficult with very dense urban conditions. Second, the regions are not only pursuing Local Own Revenue but also environmental support conditions in the form of disaster mitigation. In the last few years, Batu City has experienced natural disasters which have damaged parts of the area. Rain, which is routine in Indonesia and causes flooding in the highlands, is a sign of a lack of preparedness for natural disasters.

Public problems in terms of development there are many imbalances. This can be seen with the SDG's targets which are a lot of priority points in it. Tourism that was proclaimed there were many obstacles. One of them is the readiness of facilities and infrastructure that will be implemented within a period of time and the capacity to accommodate the number of tourists. Congestion caused by excess capacity of tourists who come.

In terms of planning, the Probolinggo Regency government is not focused on tourism cities like Batu City, but provides tourism aspects in the medium-term plan. Probolinggo Regency has several areas that are supported by National-based Tourist Attractions and Tourist Destinations such as the TNBTS (Bromo-Tengger-Semeru). The focus of the two regions (Batu City and Probolinggo Regency) is the same, namely pursuing Local Own Revenue. Only different orientation in planning.

This study aims to update the concept of tourism development, which in recent years has encountered various obstacles in its implementation. The update of this concept is to add new variables to the four pillars of development namely, political sustainability and disaster mitigation preparedness. These two variables are obtained from the two policy phases taken, namely the planning stage and the implementation stage (Widodo).

Political sustainability is one of the keys that must be considered in Indonesia because the political process determines the direction and goals of development. Politics in Indonesia adheres to a democratic system with a limited period of time. The weakness of this system is that the change in leadership and the probability of a change in direction will have a very large effect, especially on local government. The head of government, including the elected head of government, has the right to formulate a new vision and mission during his term of office (regional development). This has the opportunity whether the planning of the previous leader will be fully continued or even abandoned.

Results and Discussion

In this study analyzes from two different areas. Basically tourism has been mandated in the Law and each region has the right/obligation to implement it. The analysis focuses on sustainable development and chooses one field, namely tourism to be able to see the implementation of development along with the obstacles it faces.

Tourism Development Planning in Batu City

Planning for the City of Tourism/Tourism was planned from the start and strengthened in the Batu City RPJP, where the Long-Term vision and mission has contained planning in the tourism sector as the main basis. The vision which reads "*The Realization of Batu City as an Agriculture-based Tourism Center that is competitive towards Civil Society*" development period 2005-2025

In this long-term planning document, Batu City analyzes all of its potential that the multiple effects or impacts of development in the tourism sector have an impact of 40% on the economy. This is supported by the fact that Batu City has agricultural/agro potential which can be managed into the tourism sector (RPJP Kota Batu, Page II-9).

Table 1.
SWOT Analysis of Long Term Development of Batu City

Internal Factor (S-W)	Strength	Weakness
External Factor (O-T)		
Opportunities	<p>Strategics S-O</p> <ol style="list-style-type: none"> 1. Revitalizing the Agricultural Sector; 2. Improving Bureaucratic Capacity and Quality of Public Services; 3. Investment Increase; 4. Building Good and Effective Governance (good Governance); 5. Realizing Local Wisdom-Based Tourism; 6. Gender Mainstreaming and Child Protection 	<p>Strategics W-O</p> <ol style="list-style-type: none"> 1. Increasing the Competitiveness of Group and Cluster-Based Cooperatives, Micro, Small and Medium Enterprises; 2. Improving Access and Quality of Education with Morals; 3. Increasing access to health services and quality; 4. Development of infrastructure and spatial planning; 5. Develop Social Protection and Security Programs; 6. Poverty and Unemployment Alleviation; 7. Development of moral and religious based education; 8. Increased legal awareness.
Threat	<p>Strategics S-T</p> <ol style="list-style-type: none"> 1. Farming in harmony with the environment; 2. Community Group Empowerment; 3. Developing networks between regions, provincial and central government, as well as economic forces 	<p>Strategics W-T</p> <ol style="list-style-type: none"> 1. Development of Agriculture-Based Processed and Creative Industries; 2. Regulation of strengthening the regional people's economy; 3. Increasing Access to Transportation and Information Land and Forest Rehabilitation; 4. Preservation and Development of Local Culture;

Source: Secondary Research Data, Probolinggo Regency Research and Development Agency, 2005

Development planning in Batu City on the tourism aspect is carried out consistently and systematically. This can be seen from the several leadership changes, the vision and mission that was made still refers to the long-term vision and mission and these aspects.

Big steps were taken not only through long-term planning, but also directly applied to the first vision and mission after the RPJP, namely in 2007. Through the mayor's vision and mission in the 2007-2012 period, namely "Batu City as an Agriculture-Based Tourism Center supported by Human Resources Human, Natural Resources, and Cultural Resources as well as Creative, Innovative, and Clean Government for All the People. The one-time period of regional head leadership has rights and obligations in development throughout the term of office. This development is planned and in the science of public administration / science of government is referred to as the Medium Term Development Plan or what is often called the RPJM.

In the next period 2012-2017, The Mayor was re-elected and focused his vision and mission on tourism which is more focused on the development of the tourism sector which is more broadly extended to cooperation with the private sector. The vision and mission declared in this period was "Cultural-Based Tourism City Stone with Beautiful Sustainable Nature". This period was the culmination of the impact of tourism development in Batu City. This development can be seen from all the faces of the city and the most visible is in Batu City Square which at this time became a trendsetter and was widely imitated by other regions.

The key to success aside from the planning aspect, is also supported by a Collaborative Governance system. Many regions around the world have adopted this system and even modified it into several models. Willy's research, which also examines this system, states that collaboration between the

government and stakeholders is needed for innovation in various fields. Particularly in the fields of the creative economy and tourism, this interaction or collaboration can bring strategies to develop various fields (willy). This collaboration system is called pentahelix, Helix is a concept of synergy or cooperation, first known as Triple Helix. The development of helix next became quadruple helix, an approach with four helixes added with community. It will be very helpful to synergize the previous three elements. The fifth helix or quintuple helix was added by environmental institutions (Carayanis, 2010).

The multiple effects of the tourism sector can be seen from local revenue from year to year. Regional financial data regarding Regional Original Income can be seen increasing significantly from year to year. Multiple effects can be in the form of legal taxes, levies and other income. This does not include the impact of indirect economic income on society.

Table 2.
Growth of Regional Original Revenue for Batu City when it started as a Tourism City

Years	Regional Original Revenue	Planning Status (Long Term and Mid-term Plan)
2006	Rp. 11.050.384.000,-	-
2007	Rp. 12.802.149.000,-	-
2008	Rp. 14.202.630.312,-	Tourism City
2009	Rp. 17.386.741.568,-	Tourism City
2010	Rp. 17.735.602.953,-	Tourism City
2011	Rp. 30.241.864.301,-	Tourism City
2012	Rp. 38.794.059.670,-	Tourism City
2013	Rp. 59.670.241.826,-	Tourism City
2014	Rp. 78.288.195.526,-	Tourism City
2015	Rp. 104.397.289.394,-	Tourism City
2016	Rp. 109.532.987.918,-	Tourism City
2017	Rp. 149.423.706.568,-	Tourism City

Source : Secondary Data, Central Bureau of Statistics, 2006-2017

Table 2 in terms of numbers does not look very large, but it is necessary to know if you look at the area of Batu City, which is only 199.1 km², the income you get is quite large. Through this amount of income, the planned distribution of development can be used fairly evenly. Regional Own Revenue which is the impact of planning the vision of a tourist city has increased significantly, especially over 2010.

Batu City Planning can be seen to be very consistent in its vision and mission orientation in the tourism sector. In the spatial and regional planning of Batu City, it has been mapped that there are areas that can be developed and areas that are protected not to be built, such as green open spaces.

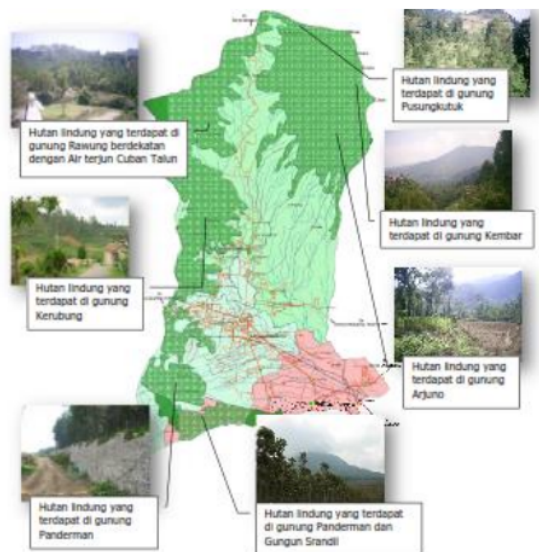


Figure 1

Source : Secondary Data, Regency Research and Development Agency of Batu City, 2010-2030

Protected forest areas are designated to protect environmental sustainability, especially springs. Batu City has fewer Springs when compared to the nearby area, namely Malang Regency. Of course, if it is not planned properly, Springs will become a long-term problem that cannot be resolved. 23

Environmental protection has also been implemented in the Spatial and Regional Planning of Batu City in the area of Green Open Space. In order to maintain the environmental sustainability aspect, the construction guarding is also designed with a river border line. This is done because Batu City has one large river, namely the Brantas River and its tributaries, on the other hand almost all rivers are in a state of no embankments (RTRW IV-4).

The 2017-2022 leadership period was quite difficult for the Batu City government. This resulted in several unexpected internal and external problems in the course of his administration. First, the determination of the suspect in the currently elected Mayor by the Corruption Eradication Commission (cnnindonesia.com, 2017). Second, the outbreak of the Covid-19 pandemic that has occurred globally throughout the world. Of course the second factor is the sector that is heavily affected is tourism as other cities in the world rely on this sector. The tourism industry has experienced a loss of potential income from foreign tourists of around 4 billion dollars (US) since the Corona outbreak. Even just a matter of 4 months from January 2020 to April 2020 due to Covid-19 in the domestic sector, accommodations such as hotels have lost income prospects of around 30 trillion rupiah (kontan.com, 2020).

Various policies were implemented to deal with external problems in this period, namely by continuing to carry out the mayor's vision and mission and policies in handling Covid-19. Even though economic policies were also issued, such as tax breaks, discounts at PDAM, rental exemptions at tourist attractions, they were not even able to stem the decline caused by Covid-19.

Tourism Development Planning in Probolinggo Regency

Basically every region in Indonesia refers to the same major development system, namely based on the National Development Planning System (SPPN) regulated in the Law of the Republic of Indonesia Number 25 of 2004, including in this case the Probolinggo District Government.

Probolinggo Regency's long-term development foundation or RPJP apparently does not have a priority on the tourism sector. In terms of the long-term vision and mission, namely "The Realization

of a Competitive Probolinggo Regency" in the 2005-2025 period. The description of this definition of competitiveness includes a. Availability of qualified, global-minded, competitive human resources capable of meeting the needs and development progress of Probolinggo Regency; b. Strengthening the domestic economy based on competitive advantage in all regions; c. Developing infrastructure that is advanced and environmentally sound; d. Reform in the field of law and state apparatus (RPJP Kab Prob).

Development in Probolinggo Regency currently refers to the 2018-2023 period, namely "The Realization of a Probolinggo Regency that is Prosperous, Just, Independent, Environmentally Friendly and Has Noble Morals". Continuing the vision and mission from the previous period, namely 2013-2018. The orientation of the vision and mission of the Probolinggo Regency government does not make tourism the main starting point for development. The strategic steps and issues raised in this medium-term elaboration are: Prosperous, Fair, Independent, Environmentally Friendly, Noble.

Regional Own Revenue in Probolinggo Regency is quite large in terms of numbers, but the area is very wide. This is a challenge in itself to be able to provide development in an area of 1,696 km². Local original revenue data were only obtained in 2007, while documents for 2006 and earlier were not owned.

Table 3

Years	Regional Original Revenue	Long Term Plan Status	Mid-term Plan Status
2007	Rp. 32.188.565.275,-	Realization of Competitive Regency	No Data
2008	Rp. 33.696.291.000,-	Realization of Competitive Regency	Prosperous, Fair, Independent, Environmentally Friendly, Noble
2009	Rp. 39.930.801.000,-	Realization of Competitive Regency	Prosperous, Fair, Independent, Environmentally Friendly, Noble
2010	Rp. 37.294.259.000,-	Realization of Competitive Regency	Prosperous, Fair, Independent, Environmentally Friendly, Noble
2011	Rp. 75.653.787.688,-	Realization of Competitive Regency	Prosperous, Fair, Independent, Environmentally Friendly, Noble
2012	Rp. 91.850.404.051,-	Realization of Competitive Regency	Prosperous, Fair, Independent, Environmentally Friendly, Noble
2013	Rp. 108.511.361.750,-	Realization of Competitive Regency	Prosperous, Fair, Independent, Environmentally Friendly, Noble
2014	Rp. 195.263.627.270,-	Realization of Competitive Regency	Prosperous, Fair, Independent, Environmentally Friendly, Noble
2015	Rp. 184.119.656.430,-	Realization of Competitive Regency	Prosperous, Fair, Independent, Environmentally Friendly, Noble
2016	Rp. 221.719.364.520,-	Realization of Competitive Regency	Prosperous, Fair, Independent,

2017	Rp. 301.668.739.490,-	Realization of Competitive Regency	Environmentally Friendly, Noble Prosperous, Fair, Independent, Environmentally Friendly, Noble
2018	Rp. 234 483 636,960,-	Realization of Competitive Regency	Prosperous, Fair, Independent, Environmentally Friendly, Noble

Source : Central Statistics Agency for Probolinggo Regency, 2007-2018

Even though tourism is not the main orientation in this area, the tourism sector will still exist and Probolinggo Regency has tourist destinations that are side by side with international scale tourism such as Mount Bromo. Tourism development in Probolinggo Regency will have an impact on developments in other sectors that are closely related to tourism such as accommodation facilities, hotels, restaurants, travel services and several SME industries that support tourism. Areas that are affected by tourism development or that are included in Regency Tourism Destinations will become dense and developing areas. The obligation of each region to develop the tourism sector is outlined in the Tourism Development Master Plan (RIPPDA).

The multiple effects of the tourism sector generate real income from the tax and retribution sectors such as hotels and restaurants. Probolinggo Regency is also supported by a very large agricultural area, several industrial sectors, and national transportation routes (even toll roads). Several tourism sectors are scattered throughout the Probolinggo Regency (yellow dots in figure 1).

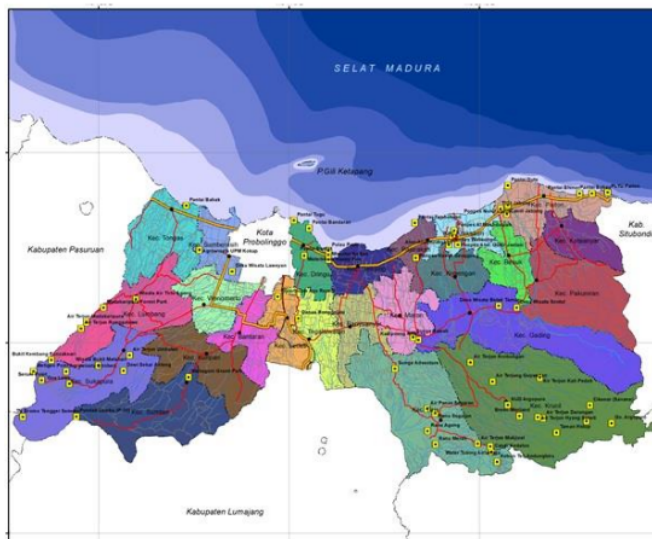


Figure 1. Tourist Locations in Probolinggo Regency (yellow dot)

Source : Secondary Data, Regency Research and Development Agency of Probolinggo Regency, 2019

In tourism planning carried out by the Probolinggo Regency Government, there will be several areas with status levels that are of concern to planning and regulation, namely:

1. Tourist Attraction (DTW).

It is an area that has uniqueness, beauty, and value in the form of a diversity of natural, cultural, and man-made assets which are the target or destination of tourist visits in Probolinggo Regency. The tourist

attraction which is still in the form of nature is something that must be considered in development. This is a preventative and monitoring effort in the implementation of tourism in Probolinggo Regency later. DTW with the category of "Development" and a potential for the Regency to be the main target in this regional regulation. This is because the development of accessibility and amenities towards DTW in this category is still inadequate based on FGDs with the District and Village parties. In areas contained in DTW with development status, regulations must be regulated strictly based on the principles and principles of tourism management so that when these areas have started to develop and are densely populated, they do not cause polemics.

2. Regency Tourism Strategic Area (KSPK).

This area is the next stage, namely the development stage in the form of stabilization and revitalization. This area is important because it already has tourism activities which can be of further concern is the development of the availability of facilities and infrastructure in the form of guides and the existence of lodgings that are still within the area. The problem that occurred in the FGD was that visitors and tourists did not spend more than one day enjoying tourism in Probolinggo Regency. The obstacle faced is the number of certain parties who direct tourists to stay outside the administrative area of Probolinggo Regency. The analysis that can be drawn from this problem is that tourism development in Probolinggo Regency must be integrated between one tourist destination and another. So far, one tourist destination is likened to still standing alone which results in tourists ending their tour more quickly than continuing to other tourist attractions. There needs to be an institution and a tourism-aware community group that directs tourists to stay longer doing tourism activities.

The Probolinggo Regency Government is also planning to protect certain areas such as protected forests and water catchment areas.



Figure 2.

Source : Secondary Data, Regency Research and Development Agency of Probolinggo Regency, 2019

Comparison of Sustainable Tourism Development

Of course, the development orientation is different from the vision and mission of each region. The original regional income of Batu City is indeed not very large in numbers, but if seen from the area of the area, this PAD is actually very large and supports its development.

There are quite a number of studies that have made Batu City a successful Tourism City besides the Bali Region. Through some of these studies it is proven that Batu City is considered successful in implementing Tourism City. Infrastructure developments are also visible in several sectors of this City. Several years of the successful development of Batu City in its journey there are also things that must be considered. This also happened to the tourism development of Probolinggo Regency, even though

the Spatial and Regional Planning had been designed in such a way but it turned out that there were several things that had not been covered by this plan.

First, namely preparedness for natural disasters. In recent years Batu City has been frequently hit by natural disasters which the government cannot predict. Natural disasters do not come from predictions such as land degradation or deforestation or land conversion, but from the impact of existing developments such as hotel construction, land excavation, and the like. The impact of the construction resulted in the absorption of rainfall not being absorbed, but all of it was channeled into the sewer. Often on the main road and the central area of Kota Batu the water overflows during heavy rains even for a short time. The climax is that in the downstream areas in the form of rivers there are very heavy currents that result in damage to infrastructure in the form of bridges, for example in the Giripurno-Batu City area.

In Probolinggo District, the intensity of the disaster is lower than in Batu City, but the potential for geographical location which is located on the coast has the opportunity for land subsidence and abrasion where this problem is still an unresolved challenge for some areas that experience it. The subsidence of the area or the subsidence of the land surface is one of the problems that cannot be resolved until now. In areas close to the coast or beaches, abrasion and tidal flooding will worsen. The government is still not able to take full responsibility when something like this happens. The key to this problem is only one way, namely planning as a preventive treatment. Because if this plan is abandoned, changed, or not implemented then this problem cannot be resolved. Several regions in Indonesia have "already done" not according to plan.

Spatial planning that is "already done" has resulted in long-term problems that cannot be resolved. A real example is the current National Capital, namely Jakarta. The "already-done" problem cannot be resolved. The most fatal problem is the sinking of the mainland side of the City or part of Jakarta Province. Recent research has found that many islands and bays in Jakarta have sunk (Muhammad, . In fact, North Jakarta is now sinking due to subsidence of the land surface and ingress of sea water (Robert, 2019). Instead of being resolved, the central government made the choice of moving the National Capital to Kalimantan Island. This indicates that the environmental conditions/environmental carrying capacity in the city of Jakarta can hardly be repaired.

Second, namely the capacity of tourists. This is a very new thing and is happening in an already busy tourist area. The region becomes very happy when there are many tourists, which in this case certainly makes the economy come, both in the form of Local Own Revenue and the welfare of its people. Of course, this situation has a limit, it is this limit that must be considered. Excessive capacity causes a load somewhere and results in several environmental problems. In Batu City, what is very visible is the traffic jams almost every day on the main roads and during the peak season even the small roads get jammed. Of course the most affected from this are the indigenous people and their surroundings who will be active. The next problem is land subsidence. This kind of problem was experienced in Borobudur Temple tourism so that the central government had made a policy of increasing tickets to the center of the temple (stupa) which was very high to limit too many tourists. The main reason is quite clear that excess capacity has resulted in this tour being overloaded or sinking (fe.unnes.ac.id, 2022).

In Probolinggo district, the same thing happened, namely during the peak season at the KSPK TNBTS-Bromo. The road became very congested and barely moving towards the area location. In 2014 the central government raised very high rates on Mount Bromo destinations. This is to reduce the flow of tourists and divert to other destinations that are more affordable and introduce new tourist destinations to break up the flow of tourists.

On the planning side, Batu City has mature and consistent planning, but from a policy perspective, there are some that are lagging behind, namely the delay in the process of making the RIPPDA (Tourism Development Master Plan). Batu City is oriented towards the economic sector only, but the legality aspect tends to be less responsive. The vision and mission were indeed set at the beginning covering the arrangement of regional spatial planning and also the arrangement of protected forest areas, but in terms of tourism itself it turned out that it was only ratified after several years of

travel by the City of Tourism, namely in 2017 (Batu City does not have a RIPPDA). This is a concern for government sector researchers.

Renewal of the Concept of Sustainable Tourism Development

The basic aspects of sustainable development cover all sectors. This is contained in 4 indicators namely Pro Welfare Economy, Pro Sustainable Environment; Pro Social Justice; and Pro Environment. In the economic aspect of welfare in Batu City, the Batu City Government also involves the people of Batu City in it. The Batu City Government also provides guidance to small and medium enterprises so that their products can be marketed at tourism locations in Batu City, so that this will help increase the income of the Batu people. Environmental Aspects of Sustainability in Batu City is to protect the environment, so the Batu City Government has mapped out areas that are protected or may not be used for commercial activities. The social justice aspect of the Batu City Government provides opportunities for all Batu people to participate in tourism development. The Batu City Government also provides guidance to the entire surrounding community. The Batu City Government is very strict in granting IMB to investors who enter this matter to prevent spatial changes. The Batu City Government also provides strict sanctions for investors who violate the rules and cause environmental damage (Lestari 2017)

In the Probolinggo Regency Government, the economic aspect of government welfare often invites MSMEs to almost every activity based on the economy. This is to protect local wisdom and the originality of local original products. The environmental aspect of sustainability is still relatively stable today with the protection of protected areas and infiltration points that may not be built. The aspect of social justice has attempted to involve the community, only the awareness of the community about the implications of this development really needs to be increased. The environmental aspect here still tends to be stable. This is because large investors are still rare so there are still not many permits.

The concept of sustainable development was then developed for several sectors. Tourism is one of the development sectors. The concept of tourism development to this day includes Sustainable Tourism Development, Integrated Regional Development and Tourism Product Development; Tourism Economic Development; and Environmental Development.

The general planning aspect of sustainable tourism development in Batu City is very mature and consistent, only the specific planning in the form of a tourism development master plan or abbreviated as RIPPDA is late and has only been legalized in recent years. However, the delay in the RIPPDA was able to cover the plan from its tourism-based vision and mission both at the Spatial Plan and Regional Plan levels which were already based on sustainability. In Probolinggo Regency, in terms of tourism development, it is even faster to plan. This is because it basically follows the plans from the central and provincial governments which are rapidly downgraded in their areas.

The aspects of integrated regional development and development of tourism products from the two governments are currently equally ready. Development follows the basic potential of each region. Batu City develops agro-tourism and artificial tourism, while Probolinggo Regency focuses on natural tourism, both owned and which has the status of a national strategic area. The development of this integrated area can be seen in the construction of rest-rest areas leading to tourist sites. In addition, in certain rest areas there are public services in the form of UPTD, such as in tourist markets. The development of tourism products usually uses a cooperative mechanism with business entities engaged in the tourism sector such as agents. The Batu City tourism office even very often promotes tourism just outside its territory.

The aspect of tourism economic development in Batu City often involves almost all elements of society, even down to the individual level. Its small area is able to speed up this work. Almost all people can be involved in the tourism economy. In Probolinggo Regency, this very large area is a challenge in itself, but MSMEs are very often involved in all economic programs including tourism.

The environmental development aspect looks at the future plans. Most of Batu City has been built, but that doesn't mean it stops innovating. Planning for the future of this city actually has integrated

development between one tour and another. Even planning for the cable car was prepared to anticipate congestion, only the Covid outbreak was enough to disrupt this planning because there were frequent budget reallocations. Problinggo Regency still emphasizes aspects of collaboration between parties (collaborative governance). This is due to the development of tourism requires very large funds.

After a comparative analysis of the two local governments, some additions to this concept can be made. First, namely political continuity. This political continuity is not just a practical political aspect, but policy planning. Planning is carried out by involving various stakeholders in the form of policy makers and other parties who take part in planning.

Political continuity in this case requires more attention to the synchronization of the previous leader (previous period) with the period after. Sometimes a change in leadership results in a change in vision and mission that is quite different with various factors that influence the difference in vision and mission. Basically, the consistency of vision, mission and planning is the biggest contribution to sustainable development, especially in Indonesia.

The second is disaster preparedness. Natural disasters are factors that are difficult to predict, especially when they occur. Regardless of the factor when the disaster occurred, the resulting impact will change various plans. Disaster preparedness is carried out as an effort so that the shift in plans is not too far from what it should be.

Third is the capacity of tourists. Tourists who come make an impact not only on the economic sector but also other impacts such as traffic jams that must be borne by indigenous peoples and land subsidence. Land subsidence to this day is a very difficult problem to fix. Therefore, every tourist destination has at least a maximum visitor limit, not just chasing income.

Conclusion

Every region in Indonesia must have tourism as mandated by Law Number 10 of 2009. Batu City is supported by tourism-based planning from the start of planning. Problinggo Regency has a different vision but still develops the tourism sector. Tourism is included in one development indicator where every development has an impact. Of course, these impacts must look at sustainability in the future because the next generation will be very dependent on current planning.

The basic concept of sustainable development at first was Pro-Economic Welfare, Pro-Environmental Sustainability, Pro-Social Justice and Pro-Environment used to analyze whether a development has sustainability. The concept of tourism development also develops in the indicators of Sustainable Tourism Development, Integrated Regional Development and Tourism Product Development; Tourism Economic Development; and Environmental Development. At this time it turns out that these four variables alone are not enough, but also aspects of political sustainability, disaster preparedness and regional capacity must also be included.

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