

## **Renewal Concept of Sustainable Tourism Development in Indonesia: Comparative Study of Local Government of Batu City and Probolinggo Regency**

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### **Abstract**

*Development planning and tourism are an inseparable part of the integrated development unity in Indonesia. SDGs demands for sustainable development are a challenge in themselves. Development in Indonesia has an integrated planning system from central to regional government and from region to center. Integrating the SDG's focus as a mandatory aspect of sustainable development, tourism is included as one of the development items. This research uses qualitative methods by comparing the two regions. The concept of sustainable tourism development, namely Pro-Economic Prosperity, Pro-Environmental Sustainability, Pro-Social Justice and Pro-Environment, has not fully answered new problems such as capacity which results in a saturation point in development and change. in leadership in a democratic system for 5 years, and unforeseen circumstances such as natural disasters. Tourism development has been discussed a lot, and some things refer to new variables. This research aims is to find a new concept of sustainable development. Informants from this research used purposive sampling with the informant being the Head of Research and Development at BAPPEDA and the Head of the Tourism Development Section at the Tourism Office in two different regions, namely Batu City and Probolinggo Regency. Primary data uses interview results and secondary data uses official documents from regional organizations. This research produces three new variables in Sustainable Development, namely political sustainability, disaster preparedness, and visitor capacity as aspects that need further consideration. This variable is a new concept in the development of Public Administration Science, especially in the field of Sustainable Development.*

**Keywords:** *sustainable development; tourism; renewal*

## 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 in this concept is development, which is concerned with future problems. This means that the development and necessities of life in the present era do not reduce opportunities or allocations for future generations (Bockish, 2012).

The initial basic variables of this sustainable development are 1) Social, 2) Environment, and 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. There is an equitable aspect between the social and economic dimensions, which means fair. There is a viable aspect between the environmental and economic dimensions, which means it can work (Bockish, 2012).

The United Nations programmed support for development that prioritized aspects of future generations in the early 2000s, called the 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 Millennium Development Goals, then ratified it in the form of national development planning at that time (Bappenas, 2015). At the end of the Millennium Development Goals period, this international program succeeded 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 Millennium Development Goals, the international world expanded this sustainable development to several sectors. The continuation of the Millennium Development Goals pro-

gram is the Sustainable Development Goals (SDGs), which have been ongoing until this year. SDGs are programmed starting from 2015-2030. Indonesia, which has already implemented the Millennium Development Goals, certainly welcomes the continuation of this program. SDGs have 17 priority programs that are broader and more specific than the Millennium Development Goals (Bappenas, 2015). The ratification of the global SDGs is then strengthened the Presidential Regulation Number 59 of 2017 with increasingly detailed targets.

Based on the evaluation, the COVID-19 outbreak has hampered the SDGs' achievement. This obstacle consists of several indicators not achieved according to the target. Therefore in 2021, the Indonesian government renewed the 2017 Presidential Regulation regarding sustainable development in Presidential Regulation Number 111 of 2021 ([majalahcsr.id](http://majalahcsr.id), 2022). Indonesia has even taken action on this SDG program at the village government scale. In 2021, the Ministry of Villages, Development of Disadvantaged Regions, and Transmigration released ten village SDGs focused when the country's struggles to recover from the COVID-19 pandemic ([kemendes.go.id](http://kemendes.go.id), 2022).

Tourism is one of the objects of development. The SDG's global tourism program includes point 8 on decent work/improving an inclusive, sustainable economy and point 12 on ensuring sustainable production and consumption patterns. Tourism patterns have reached systemic and collaborative management, such as Pentahelix. Tourism planned in an integrated manner is one of the problems 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 compares 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

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

Internal Factor (S-W)	Strength	Weakness
External Factor (O-T)		
Opportunities	Strategics S-O 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	Strategics W-O 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	Strategics S-T 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	Strategics W-T 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;

attention to the executors of the development itself, namely the government, the private sector, and the community. The collaboration between the implementers of the development will make development maximal. In addition, in the current era, the environmental impact must be paid attention to, 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 1) Pro-Economy Welfare; 2) Pro Sustainable Environment; 3) Pro-Social Justice; and 4) Pro Environment (Sutisna,2006).

This concept has been going on for quite a while. This concept is updated in this study, which is about problems that always occur even though they already include these four development concepts. The first object is Batu City, which had been planned from the start to become a tourist city, which turned out to be experiencing a "saturation point" in tourism development. It is indicat-

ed 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 while developing accessibility is quite difficult with very dense urban conditions. Second, the regions are pursuing Local Own-source Revenue and environmental support conditions through disaster mitigation. In the last few years, Batu City has experienced natural disasters which have damaged parts of the area (Sukmana, 2007). Rain, which causes flooding in the highlands, indicates 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 was proclaimed there were many obstacles. One is the readiness of facilities and infrastructure that will be implemented within a period and the capacity to accommodate the number of tourists. The excess capacity of tourists causes congestion.

Regarding planning, the Probolinggo

**Table 2. Growth of Local Own-source Revenue for Batu City when it started as a Tourism City**

<b>Years</b>	<b>Local Own Revenue</b>
2006	Rp. 11.050.384.000,-
2007	Rp. 12.802.149.000,-
2008	Rp. 14.202.630.312,-
2009	Rp. 17.386.741.568,-
2010	Rp. 17.735.602.953,-
2011*	Rp. 30.241.864.301,-
2012*	Rp. 38.794.059.670,-
2013*	Rp. 59.670.241.826,-
2014*	Rp. 78.288.195.526,-
2015*	Rp. 104.397.289.394,-
2016*	Rp. 109.532.987.918,-
2017*	Rp. 149.423.706.568,-

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

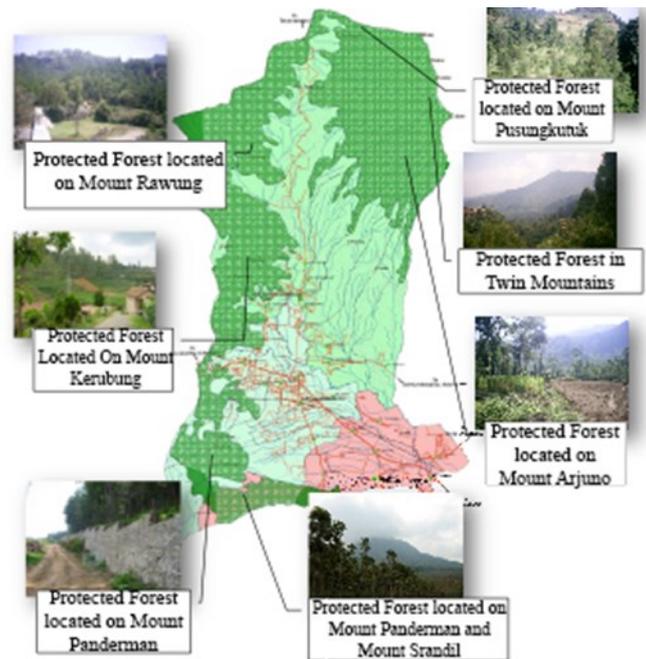
This study aims to update the tourism development concept, which has encountered various obstacles in its implementation in recent years. The update of this concept is to add new variables to the four pillars of development: political sustainability and disaster mitigation preparedness. These two variables are obtained from the two policy phases, namely the planning and implementation stages (Widodo, 2010).

Political sustainability is one of the keys to consideration in Indonesia because the political process determines the direction and development goals (Keban,2008). Politics in Indonesia adheres to a democratic system for a limited 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, has the right to formulate a new vision and mission during his term of office (regional development). This has the opportunity to determine whether the planning of the previous leader will be fully continued or even abandoned.

**METHOD**

Science develops through a Scientific Research process, which begins with observation, identification of problems, formulation of frameworks, formulation of hypotheses, hypothesis testing, data collection, analysis and interpretation of data, and conclusion (Suryana, 2010). Experimental research takes place inductively (Miles,1992). This research is qualitative. A qualitative research method is used to examine the condition of natural objects (as opposed to an experiment) where the researcher is the instrument key. Data collection techniques are carried out by triangulation (combined) analysis data is inductive. The results of qualitative research emphasize the meaning of generalization. The reason for using this method is that it can bring the researcher closer to the object under study because the researcher is directly observing the object being studied.



**Figure 1. Environmental Protection Efforts in Batu City Spatial Planning**

In other words, the researcher is a tool for the main research (human instrument). Data was collected through a technical triangulation method using primary data obtained from the results of interviews, observations, and documentation from the agency. Informants from this research used purposive sampling with the informant being the Head of Research and Development at BAPPEDA and the Head of the Tourism Development Section at the Tourism Office in two different regions, namely Batu City and Probolinggo Regency. Primary data uses interview results and secondary data uses official documents from regional organizations. Scientific philosophy is synthesizing a combination of concepts tested for truth through a scientific process. In the hypothesis analysis section, this study aims to find a synthesis of the concept of sustainable development.

## FINDINGS AND DISCUSSION

This study analyzes two different areas. The law has mandated tourism, and each region has the right/obligation to implement it. The analysis focuses on sustainable devel-

opment and chooses one field, namely tourism, to see the implementation of development along with the obstacles it faces.

### *Tourism Development Planning in Batu City*

Tourism development is a form of development that is also included in government plans. The Long-Term Development Plan, lasts for 20 years. During this period, there is also a more detailed derivative product, namely the Medium Term Development Plan, which is elaborated over 5 years and adjusts the leadership period of the elected head of government. In contrast, the implementation details are called work plans (Renja), carried out on a one-year basis. Planning for the City of Tourism/Tourism was planned from the start and strengthened in the Batu City-Long Term Development Plan, where the Long-Term vision and mission have 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 devel-

**Table 3. Local Own-source Revenue of Probolinggo Regency in several periods**

<b>Years</b>	<b>Local Own-source Revenue</b>
2007	Rp. 32.188.565.275,-
2008	Rp. 33.696.291.000,-
2009	Rp. 39.930.801.000,-
2010	Rp. 37.294.259.000,-
2011	Rp. 75.653.787.688,-
2012	Rp. 91.850.404.051,-
2013	Rp. 108.511.361.750,-
2014	Rp. 195.263.627.270,-
2015	Rp. 184.119.656.430,-
2016	Rp. 221.719.364.520,-
2017	Rp. 301.668.739.490,-
2018	Rp. 234 483 636,960,-

opment 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 and can be managed in the tourism sector (Batu City Regional Regulation Number 4 of 2012).

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

Big steps were taken through long-term planning and directly applied to the first vision and mission after the Long Term Development Plan in 2007. Through the Mayor's vision and mission in 2007-2012, 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.

From 2012-2017, the Mayor was re-elected. He focused his vision and mission on tourism, which is more focused on developing the tourism sector and is more broadly extended to cooperation with the private sector. The vision and mission declared in this period were " Batu City as a Cultural-Based Tourism 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 (Cooper, 1993).

Aside from the planning aspect, the key to success is also supported by a Collaborative Governance system. Many regions worldwide have adopted this system and even modified it into several models. Hardianto's research, which also examines this system, states that collaboration between the government and stakeholders is needed for innovation in various fields. This interaction or collaboration can bring strategies to develop various fields, particularly in the creative economy and tourism fields (Hardianto, 2019). This collaboration system is called Pentahelix. Helix is a concept of synergy or cooperation, first known as Triple Helix.

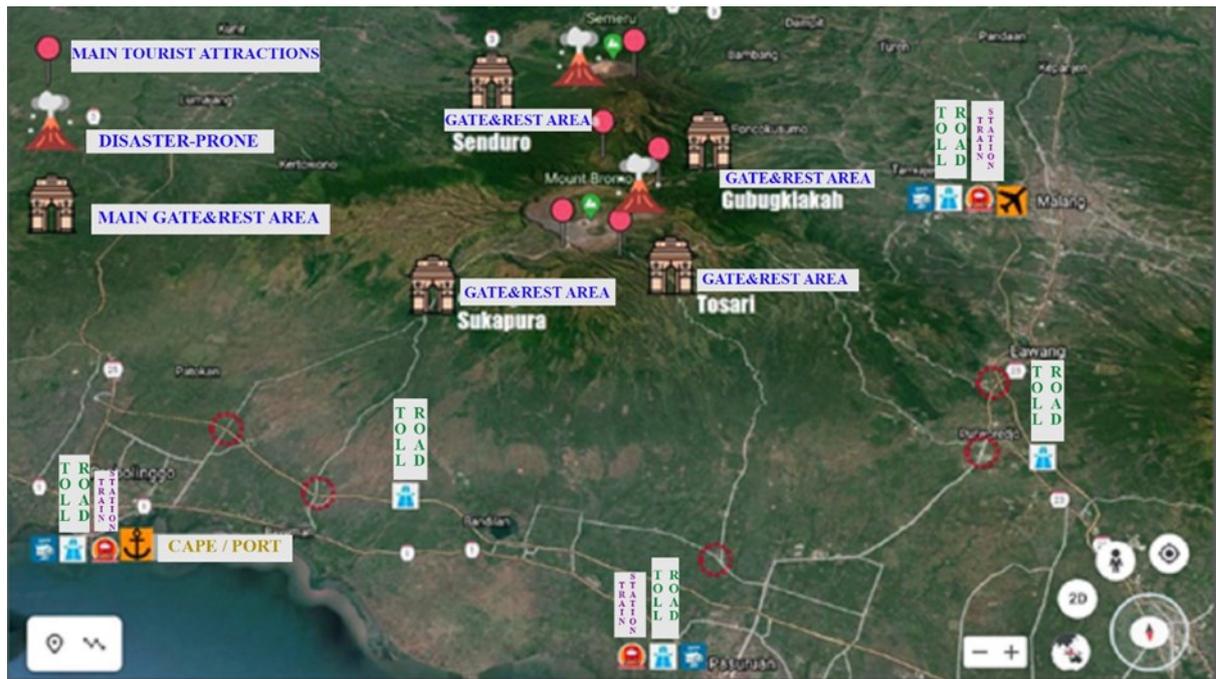


Figure 2. The concept of four cross-sectoral tourism gates

The development of the helix next became a quadruple helix, an approach with four helixes added to the community. It will be very helpful to synergize the previous three elements. The fifth helix, or quintuple helix, was added by environmental institutions (Carayanis, 2012).

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

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 km<sup>2</sup>, the income you get is quite large. Through this amount of income, the planned distribution of development can be used fairly evenly. Local Own Revenue which is the impact of planning the vision of a tourist city, has increased significantly, especially over 2010.

Table 2 is very large if examined based on the amount of income and area. This impacts allocations in each region, in-

cluding village funds and village fund allocations. The only problem is managing an already crowded city into a new job for the Batu City government. For example, expanding roads for tourists, or buying several plots of land is not necessarily a solution.

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 protected and not to be built, such as green open spaces.

In Figure 1, 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.

Environmental protection has also been implemented in the Spatial and Regional Planning of Batu City in Green Open Space. The construction guarding is also designed with a river borderline to maintain environmental sustainability. This is done because Batu City has one large river, the

Brantas River, and its tributaries. On the other hand, almost all rivers have no embankments (Batu City Regional Regulation Number 7 of 2011).

The 2017-2022 leadership period was difficult for the Batu City government because of several unexpected internal and external problems. First was determining the elected Mayor as a suspect by the Corruption Eradication Commission (Mesha, 2017). Second was the outbreak of the COVID-19 pandemic globally. Tourism was heavily affected. The tourism industry has experienced a loss of potential income from foreign tourists of around 4 billion dollars since the Corona outbreak (Selvi, 2020). Even just four 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 rupiahs (kontan.com, 2020).

Various policies were implemented to deal with external problems in this period, such as by continuing the Mayor's vision, mission, and policies in handling COVID-19. Even though economic policies were also issued, such as tax breaks, discounts at Regional Water Supply Company, and rental exemptions at tourist attractions, they could not even stem the decline caused by COVID-19.

#### *Tourism Development Planning in Probolinggo Regency*

Every region in Indonesia refers to the same major development system based on the National Development Planning System 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, RPJP, does not prioritize the tourism sector. The long-term vision and mission is "The Realization of a Competitive Probolinggo Regency" in 2005-2025. This definition of competitiveness includes 1) Availability of qualified, global-minded, competitive human resources capable of meeting the needs and development progress of Probolinggo Regency; 2) Strengthening the domestic economy based on competitive advantage in all regions; 3)

Developing infrastructure that is advanced and environmentally sound; 4) Reform in law and state apparatus (Probolinggo Regency Regional Regulation Number 8 of 2008).

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, 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, and Noble.

Local Own-source Revenue in Probolinggo Regency is quite large in numbers, but the area is very wide. It is a challenge to provide development in an area of 1.696 km<sup>2</sup>. Local Own-source Revenue data were only obtained in 2007, while documents for 2006 and earlier were not available.

In Table 3, the original income of the Probolinggo Regency is quite large in numbers, but with a very large location area much larger than Batu City, the amount that has been deposited seems not optimal. The district government has a huge opportunity to develop. There is still a lot of space in the spatial layout, which, if properly planned, can avoid saturation points for tourists and development, such as in Batu City.

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

The multiple effects of the tourism sector generate real income from the tax and retribution sectors such as hotels and restaurants. Tourism planning is even made into strategic policies, especially those that relate to central tourist destinations such as the Mount Bromo area. Figure 2 presenting data from cross-sectoral tourism planning, namely regional government and central government. This plan is known as the four tourist gates concept which includes the entrance gates to tourist destinations.

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*

It is an area with uniqueness, beauty, and value in the form of a diversity of natural, cultural, and artificial assets, which are the target or destination of tourist visits in Probolinggo Regency. The tourist attraction in the form of nature must be considered in development. This is a preventative and monitoring effort in later implementing tourism in Probolinggo Regency. tourist attraction 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 tourist attraction in this category is still inadequate based on discussions with the District and Village parties. In areas contained in tourist attraction 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.*

This area is the next stage, namely the development stage, in stabilization and revitalization. This area is important because it already has tourism activities which can be of further concern in the development of the availability of facilities and infrastructure in the form of guides and the existence of lodgings still within the area. The problem that occurred in the focus group discussion 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 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, resulting 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 also plans to protect certain areas, such as forests and water catchment areas. This planning is still supported by the lack of development, population density, and very dense buildings like Batu City. The white color and cross on the map are the locations of protected forests in Probolinggo Regency. Based on this data, the potential for development and disaster mitigation efforts can actually be maximized.

### *Comparison of Sustainable Tourism Development*

Of course, the development orientation differs from each region's vision and mission. The original regional income of Batu City is indeed not very large in numbers. Still, if seen from the area of the area, this Local Own-source Revenue is very large and supports its development. There are quite several studies that have made Batu City a successful tourist city besides Bali Region. Some of these studies prove that Batu City successfully implements 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, some things 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, it turned out this plan had not covered several things.

Several evaluations were produced through these two comparisons of sustainable tourism planning and implementation from two regions—first, the readiness 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, deforestation, or land conversion but from the impact of existing developments such as hotel construction, land excavation, etc. 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 Batu City, the water overflows quickly during heavy rains. The climax is that in the downstream areas in the form of rivers, there are very heavy currents that damage 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. Still, the potential for geographical location on the coast has the opportunity for land subsidence and abrasion, which 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. Abrasion and tidal flooding will worsen in areas close to the coast or beaches.

The government can still not take full responsibility when something like this happens. The key to this problem is only one way: 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 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. North Jakarta is now sinking due to the subsidence of the land surface and the ingress of seawater (Robert, 2019). Instead of being resolved, the central government moved the Capital city to Kalimantan. This indicates that Jakarta's environmental conditions/carrying capacity can hardly be repaired.

Second is the capacity of tourists, especially in a busy tourist area. The region is excited to get many tourists because it makes the economy grow, both in the form of Local Own Revenue and the welfare of its people. However, this situation has a limit that must be considered. Excessive capacity causes an overload in a certain area and some environmental problems. In Batu City, traffic jams happen every day on the main roads, and during the peak season, even the small roads get jammed. Of course, the most affected by this are the local people and their surroundings. The next problem is land subsidence. This kind of problem was experienced in Borobudur Temple tourism, so the central government made a policy of increasing tickets to the center of the temple (stupa), which was very high to limit tourists. The main reason is that excess capacity has resulted in this tour being overloaded or sinking (fe.unnes.ac.id, 2022).

In the Probolinggo district, the same thing happens during the peak season at the KSPK TNBTS-Bromo. The road becomes very congested and barely moves toward the area. In 2014 the central government raised very high rates on Mount Bromo destinations to reduce the flow of tourists and divert them 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, some are lagging, such as the delay in making the 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 set at the beginning covering regional spatial planning and protected forest areas. Still, in terms of tourism itself, it turned out that it was only ratified after several years after travel by the City of Tourism, in 2017 Batu City does not have Tourism Development Master Plan. 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. It contains four

indicators: 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. The Batu City Government also guides small and medium enterprises so that their products can be marketed at tourist locations in Batu City. This will help to 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 guides the entire surrounding community. The Batu City Government is very strict in granting investors a Building Permit to prevent spatial changes. The Batu City Government also sanctions investors who violate the rules and cause environmental damage (Lestari, 2017).

In the Probolinggo Regency Government, the economic aspect of government welfare often invites Micro, Small, and Medium Enterprises 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, but only the awareness of the community about the implications of this development needs to be increased. The environmental aspect here still tends to be stable. This is because large investors are still rare, so few permits exist.

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, 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 Tourism Development Master Plan is late and has only been legalized in recent years. However, the delay in the Tourism Development Master Plan 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 follows the plans of the central and provincial governments, which are rapidly downgraded in their areas.

The aspects of integrated regional development and tourism products from the two governments are currently ready. The 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 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 have public services in Department of Technical Implementation Unit, such as 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 very often promotes tourism outside its territory. Tourism economic development in Batu City often involves almost all elements of society, even down to the individual level. Its small area can speed up this work. Almost all people can be involved in the tourism economy. In Probolinggo Regency, the large area is a challenge, but Micro business actors are often involved in all economic programs, including tourism.

The environmental development aspect looks at plans. Batu City has been built, but that does not mean it has stopped innovating. Planning for the future of this city 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. Probolinggo Regency still emphasizes aspects of collaboration between parties (collaborative governance). This is

due to the development of tourism requiring very large funds.

The theoretical debate about sustainable development is still widely discussed today. In the scientific context, novelty can be found by providing a new thesis, anti-thesis, or even combining it in one synthesis. In this study, the researchers did not reject the initial concepts of sustainable development (anti-thesis), such as Pro Welfare Economy, Pro Sustainable Environment, Pro-Social Justice, and Pro-Environment. This concept is still relevant and running today. Researchers add scientific updates with comparative studies and conclude three new variables: Political Sustainability, Disaster Preparedness, and Tourist Capacity.

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

In this case, political continuity requires more attention to synchronizing 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 influencing the difference in vision and mission. The consistency of vision, mission, and planning is the biggest contribution to sustainable development, especially in Indonesia.

The second is disaster readiness. 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 planned shift is not too far from what it should be.

Third is the capacity of tourists. Tourists' visit impact the economic sector and traffic jams that locals and land subsidence must bear. 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 has been supported by tourism-based planning from the start of planning. Probolinggo 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.

At first, the basic concept of sustainable development was Pro-Economic Welfare, Pro-Environmental Sustainability, Pro-Social Justice, and Pro-Environment used to analyze whether development has sustainability. Tourism development also develops in the indicators of Sustainable Tourism Development, Integrated Regional Development and Tourism Product Development, Tourism Economic Development, and Environmental Development. These four variables alone are insufficient, but political sustainability, disaster preparedness, and regional capacity must also be included. This is to avoid unexpected emergencies and prevent construction violations. These four new variables are a form of development of the basic concept of sustainable development. Can be used in the development of public administration science and material for consideration of practical development planning.

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