

Dimension of Environmental Protection within Sustainable Tourism Development Policies in West Nusa Tenggara Province, Indonesia



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ABSTRACT: This is a research article that aims to confirm and assert that tourism development in the Province of West Nusa Tenggara (NTB) aligns with the concept of sustainable tourism development, focusing specifically on the aspect of environmental protection within the regulatory policy framework. The research was conducted at both normative and implementational levels to analyze the tourism development policies in NTB, focusing on how sustainable tourism development principles manifest and meet environmental protection aspects. Thus, this work employed doctrinal-empirical research, which integrated normative legal analysis with empirical elements. The methodologies used include conceptual, statutory, and empirical approaches to discover the factual implementation of these policies. Primary data sources comprise legislation, policies, and strategic planning documents for tourism development in NTB, while secondary data include relevant academic literature and data related to policy implementation obtained from documents, archives, and evaluation reports. Data are collected and analyzed through literature and policy reviews with a descriptive-qualitative method. The findings indicated that tourism development policies and strategies in NTB province seem to align with sustainable tourism principles. However, the focus of programs, strategies, and achievement indicators remains largely on economic growth, with limited emphasis on environmental protection at the policy and action level.

KEYWORDS: Environmental Protection; Policy Analysis; Sustainable Tourism Development

I. INTRODUCTION

Tourism has become the backbone of Indonesia's economy over the past three years. The government aims to increase the tourism sector's contribution to the national GDP to 15% by 2019 (Nurhayati Qodriyatun, 2018). This target has driven the development of tourism in regions with potential attractions, such as Lombok Island in West Nusa Tenggara Province. Tourism activities can serve as a solution for alleviating poverty, as several cities and districts have successfully utilized tourism to enhance their regional growth. However, leveraging tourism resources must align with sustainable development, focusing not solely on economic growth but also on environmental conservation and socio-cultural development (Setijawan, 2018).

The development and expansion of tourism in West Nusa Tenggara (NTB) are outlined in the vision and mission of the province's Medium-Term Regional Development Plan (RPJMD) under the tagline "Building a Shining NTB 2019-2023" (Perda NTB, 2019). This strategic program is further governed by Regional Regulation No. 7 of 2013 concerning the Regional Tourism Master Plan (RIPARDA) 2013-2028 (Perda NTB, 2013), which emphasizes four key aspects of tourism development: tourism destinations, tourism marketing, the tourism industry, and tourism governance.

Several strategies have been implemented to promote sustainable tourism development in NTB. These include: (1) **Preparing** taking early tactical steps, (2) **Repositioning**—realigning towards sustainable tourism destinations, and (3) **Engaging**—creating moments to foster a "yearning" for tourism. Through these efforts, the NTB provincial government is committed to fostering sustainable tourism development (Antaraneews, 2021).

The concept of sustainable tourism derives from the broader concept of sustainable development, first introduced by the World Commission on Environment and Development (WCED) in the 1987 Brundtland Report. The United Nations World Tourism Organization (UNWTO) defines sustainable tourism as a "form of tourism that aligns with natural, social, and community values, allowing both host and guest to share enriching interactions and experiences" ((WED), 1987).

According to Heillbronn, as cited in (Fenilia Tamaratika & Arief Rosyidie, 2017), sustainable tourism development encompasses three essential components: environmental sustainability, economic sustainability, and socio-cultural sustainability. **Environmental sustainability** involves the optimal use of environmental resources, limiting resource exploitation, maintaining ecological processes, and conserving natural heritage and biodiversity at tourist destinations. **Economic sustainability** focuses on poverty reduction, economic growth, and job creation. **Socio-cultural sustainability** is achieved by preserving the local

Dimension of Environmental Protection within Sustainable Tourism Development Policies in West Nusa Tenggara Province, Indonesia

community's social and cultural authenticity through agreed rules and regulations, safeguarding cultural and traditional values, and enhancing intercultural tolerance and understanding.

Based on this background, one critical indicator of sustainable development is environmental sustainability. This research article will focus on the aspect of environmental protection in tourism development policies in West Nusa Tenggara Province, examining the extent to which the concept of sustainable tourism is embedded within policy frameworks and realized in its implementation practices level.

II. METHOD

The research method used is the normative-empirical legal research method. This method combines normative legal elements with empirical data to reflect the practical application of normative provisions. Normative legal research involves examining literature sources as the main materials, including regulations, policy documents, and relevant literature on the issues being studied (Soekanto & Mamudji, 2006). Additionally, empirical legal research focuses on observing or examining the process of implementation, such as the effects of applying a policy rule. The study uses three approaches: conceptual, statutory, and empirical, focusing on the policies and their implementation in the real world. Primary data include laws, policy documents, and strategic tourism development plans in West Nusa Tenggara (NTB). Secondary data consists of relevant scholarly literature and data on policy implementation, sourced from evaluation documents, archives, and reports. Data are collected and analyzed in depth through literature and policy reviews with a descriptive-qualitative method.

III. ANALYSIS AND DISCUSSION

A. The Policy and Strategy of NTB Tourism Development

The development of tourism plays a vital role in generating employment, promoting equitable business opportunities, supporting balanced regional growth, and contributing to both local and national revenue through domestic and international tourist visits. These activities can help alleviate poverty, ultimately enhancing the well-being of local communities. Moreover, tourism development contributes to enhancing the image of a region or nation, fostering public awareness and pride in natural and cultural heritage.

Regional tourism development is a comprehensive endeavor involving various supporting sectors, carried out systematically and continuously, aiming to improve community welfare and increase regional income. In Lombok, tourism development serves to drive and support both economic growth and equity. Tourism, as a visitor-driven industry, has a strong multiplier effect, attracting both domestic and foreign visitors (Kuswandi, 2020). Economic growth and equity mechanisms are catalyzed through tourists who spend on a variety of needs during their stay, thereby stimulating local economic activities. Developing a wellstructured and effective policy for NTB tourism is crucial. A clear and effective policy framework that can address core issues is essential.

The **RIPARDA** (Regional Tourism Master Plan) policy, issued by the NTB government, serves as an extension of the Regional Strategic Development Plan in the tourism sector. This policy is formalized through **Regional Regulation Number 7 of 2013 (Perda NTB, 2013)** and provides guidance for implementing tourism development programs. Additional supporting policies include **Regional Regulation Number 10 of 2021 on Tourism Villages** and other operational policies managed by the NTB Provincial Tourism Office, such as Strategic Plans and Annual Tourism Work Plans.

The analysis of NTB tourism policy based on the 2019-2023 Regional Medium-Term Development Plan (RPJMD) outlines three stages of tourism development (Perda NTB, 2019):

1. **Stage I (2014-2018)** focused on diversifying tourist attractions, conserving tourism resources and the environment, fostering public awareness for tourism, developing promotional models, enhancing tourism sector facilities, and optimizing tourism business partnerships between local government, districts, private sectors, and communities.
2. **Stage II (2019-2023)** emphasized innovation in tourist attractions, enhancing transport modes, developing integrated tourism packages, increasing community involvement, building a tourism image of safety and competitiveness, improving tourism-related skills, and standardizing human resources in tourism.
3. **Stage III (2024-2028)** aims for innovative, safe, and environmentally conscious tourism destinations that boost regional revenue and community welfare. This phase seeks to achieve a synergistic, high-quality tourism marketing framework, foster a competitive and credible tourism industry, and establish effective regulatory mechanisms. The final goal is to position NTB as a leading Southeast Asian cultural tourism destination with distinctive attractions and cultural diversity.

Based on the outlined stages of the Regional Tourism Development Program for 2014-2028, it becomes apparent that environmental sustainability is prominently emphasized only in Stage III, during 2024-2028. Thus far, the focus remains on completing the initial stages (Stages I and II), which concentrate on developing tourism attractions, revitalizing impoverished villages into tourism villages, and optimizing existing tourism villages to generate income for local communities.

Dimension of Environmental Protection within Sustainable Tourism Development Policies in West Nusa Tenggara Province, Indonesia

The main tourism development targets for the NTB government, set under the Regional Medium-Term Development Plan (RPJMD) 2019-2023, include indicators such as:

1. Growth of the tourism sector (Accommodation and Food & Beverage),
2. Percentage of Developed Tourism Villages,
3. Average Tourist Stay Duration,
4. Tourist Visit Numbers,
5. Percentage of Managed Geosites,
6. Increase in Tourism-Related GRDP (Accommodation and Food & Beverage).(Perda NTB, 2019)

According to the NTB Tourism Office's 2023 performance reports, most indicators have exceeded targets, except for the goal to increase the percentage of developed destinations. However, the focus remains predominantly on developing tourism destinations, increasing visitor numbers, growing the tourism industry and creative economy, and enhancing tourism service standards. The tourism performance indicators still primarily target economic growth (infrastructure and tourism facility development) rather than environmental sustainability, suggesting that simultaneous efforts towards sustainable environmental preservation are yet to become central in NTB's tourism sector development strategies.

B. An Analysis of Urgency for Environmental Protection in Advancing Sustainable Tourism Development in West Nusa Tenggara Province 1. Existence of Environmental Issues in the Tourism Sector

One of the critical challenges in development, which impacts economic growth, is balancing the trade-off between meeting development needs on the one hand and maintaining environmental sustainability on the other (Rahadian, 2016). Tourism development that relies on natural and cultural resources without regard to environmental or cultural sustainability will ultimately have negative consequences, as natural resources and the environment inherently have limited carrying capacities. This means that growth-driven development that ignores these limits will lead to future development problems. The lack of attention to environmental resource elements in the development process will significantly hinder sustainable development.

Environmental issues have become critiques of economic development efforts through tourism, forming a foundation for sustainable tourism development, which prioritizes not only economic growth but also environmental (natural) and sociocultural elements—three main indicators of sustainable development. Scholars have long recognized the importance of sustainable development. Historically, the concept of sustainability began in 1798 with Malthus's concerns about land availability in England due to rapid population growth. A century and a half later, Meadows et al., in *The Limits to Growth* (1972), argued that economic growth is fundamentally constrained by the availability of natural resources (Meadows et al., 1972 in (Rahadian, 2016)). According to this view, the flow of goods and services derived from natural resources cannot be sustained indefinitely on a continuous basis. Therefore, it is crucial to prioritize environmental protection and natural resource conservation in all development agendas and projects.

In examining tourism development outcomes, an emphasis solely on economic growth is insufficient to determine whether sustainable tourism development is achieved in West Nusa Tenggara (NTB). For a region to realize sustainable tourism, development activities must address three key indicators: economic, environmental, and sociocultural sustainability. Additionally, guidelines from Minister of Tourism Regulation No. 14 of 2016 on Sustainable Tourism Destination Guidelines outline sustainable destination management; economic benefits for local communities; cultural preservation for residents and visitors; and environmental conservation (PERMENPAREKRAF, 2016), which align with sustainable tourism indicators.

Analysis of secondary data on the direct and indirect impacts of tourism activities in NTB reveals pressing environmental issues that demand stakeholder attention, including:

1. Waste Management Issues on Mount Rinjani

Research on environmental degradation in the Mount Rinjani National Park due to littering highlights an increasing volume of waste, with surveys from the Ministry of Environment and Forestry showing that 53 percent, or about 250 tons, of the waste comprises non-biodegradable plastic, posing a permanent threat to the park's ecosystem. This waste problem largely stems from visitors, both local and international, who habitually litter without environmental awareness. Currently, waste management is handled by local communities and government-formed institutions, such as the Mount Rinjani National Park Office, through waste incineration, collection at hiking checkpoints, and transportation to the Sembalun TNGR Resort office. (Rahayu, 2019)

2. Coastal Pollution in Lombok Island

Studies report that plastic waste from residential areas has heavily polluted the coastal areas of Lombok, West Nusa Tenggara, reaching alarming levels. According to Bagus Windia Adnyane, the Coral Triangle (CT) Event Coordinator, plastic waste from land in the Lombok Strait area amounts to 15–20 tons per day (Anggartyas, 2019).

Dimension of Environmental Protection within Sustainable Tourism Development Policies in West Nusa Tenggara Province, Indonesia

3. Waste Management in Loang Baloq Beach Tourism Village, Mataram City

Research on the tourism appeal of Loang Baloq in Mataram highlights widespread littering, with many visitors not disposing of waste properly, compounded by a lack of trash bins. Consequently, the beach area has become significantly polluted (Nugraha et al., 2022).

4. Ecosystem Damage and Climate Change Threats

A primary concern in nature-based tourism is the potential damage to marine ecosystems, particularly coral reefs, from activities like snorkeling, diving, and marine littering. In Gili Trawangan, marine tourism has led to coral reef degradation and shifts in marine ecosystems, reducing environmental quality and marine biodiversity. Climate change further threatens tourism environments; small islands like Gili Trawangan are at risk of submersion due to rising sea levels and accelerated coastal erosion. Unregulated tourism exacerbates environmental degradation on these small islands (Kusmawan, 203).

2. The Urgency of Environmental Protection (Environmental Sustainability) in Tourism Development in West Nusa Tenggara

In light of the environmental issues previously outlined, the development and expansion of tourism should not merely focus on economic growth but also aim to preserve nature, the environment, and the resources within it. As stated in *Book: A Guide for Policy Makers—Making Tourism More Sustainable*, sustainability principles encompass environmental, economic, and sociocultural dimensions of tourism development, with an essential balance needed among these three dimensions to ensure long-term sustainability (WTO, 2005). The principles of sustainability should thus address environmental, economic, and socio-cultural aspects of tourism, building a balanced relationship among these dimensions to secure long-term sustainability.

Sustainable tourism should optimally utilize environmental resources—key components in tourism development—while maintaining essential ecological processes and helping to conserve natural resources and biodiversity. It should also respect the socio-cultural authenticity of host communities, preserve their built and living cultural heritage and traditional values, contribute to intercultural understanding and tolerance, and ensure viable, long-term economic operations that provide socio-economic benefits to all stakeholders in an equitable manner, including stable employment, income opportunities, and social services to local communities, ultimately contributing to poverty alleviation (WTO, 2005).

It is evident that sustainable tourism must make optimal use of environmental resources critical to tourism development, maintain essential ecological processes, help preserve natural resources and biodiversity, respect the socio-cultural authenticity of host communities, and contribute to intercultural understanding and tolerance. In addition, it should support viable long-term economic operations that provide fair socio-economic benefits to stakeholders, including stable employment, income-generating opportunities, and social services for local communities, ultimately aiding in poverty alleviation.

An examination of West Nusa Tenggara's tourism policy documents reveals that, in principle, tourism development efforts have been directed toward the concept of sustainable tourism, as reflected in the Regional Tourism Master Plan Policy (RIPARDA); Regional Regulation No. 7 of 2013. The policy analysis method was employed in this part without any intent to endorse or reject a given policy. There are essential aspects to consider in public policy analysis. First, its primary focus is on explaining the policy itself rather than recommending an appropriate course of action. Second, the causes and consequences of public policies are examined and investigated using scientific methodologies. Third, analysis is conducted with the aim of developing reliable general theories regarding public policies and their formation, making them applicable to various institutions and policy domains. In this way, policy analysis can be both scientific and relevant to contemporary social-political issues (Meutia, 2017).

An analysis of the specific provisions within this policy document reveals a minor emphasis on environmental protection in sustainable tourism development, as stipulated, at least in the following provisions (Perda NTB, 2013):

1. Article 2, Paragraph 5, Letter c and Paragraph 6, Letter b:

(5): *"To realize the vision of regional tourism development as referred to in paragraph (4), four missions are pursued in regional tourism development, including developing: c. a competitive and credible tourism industry that fosters business partnerships and is responsible for the natural environment and socio-cultural aspects."*

(6): *"The objective of regional tourism development as referred to in paragraph (3), letter c, is to: b. preserve nature, the environment, and resources."*

2. Article 6, Letters a and b:

"The direction of regional tourism development includes: a. principles of sustainable tourism development; b. an orientation towards growth, job creation, poverty reduction, and environmental conservation."

3. Article 11, Letter f:

The Tourism Development Zone (KSPD) as referred to in Article 9, Letter b, is determined by criteria, including having a strategic function and role in maintaining environmental functions and carrying capacity."

On the operational level, analysis of strategic issues addressed by stakeholders in tourism development in West Nusa

Dimension of Environmental Protection within Sustainable Tourism Development Policies in West Nusa Tenggara Province, Indonesia

Tenggara—based on policy documents such as the Strategic Plan (Renstra) and Annual Work Plan (Renja), along with Annual Reports from the NTB Tourism Office—shows that program targets and strategic implementation plans primarily focus on promoting economic growth. This includes developing tourism destinations, training human resources, strengthening institutional approaches, and focusing on the development of the "3A" of tourism: Attractions, Amenities, and Accessibility (Dinas Parwisata, 2024).

This approach aligns with the goals set in the Regional Medium-Term Development Plan (RPJMD), specifically Mission 5 of the NTB RPJMD for 2019–2023, which seeks a prosperous and self-sufficient NTB through poverty reduction, reducing inequality, and inclusive economic growth centered on agriculture, tourism, and industrialization, with the goal of enhancing tourism competitiveness. Thus, Article 2, Paragraph (1) of the Regional Regulation on the Regional Tourism Development Master Plan in NTB outlines the scope of tourism development, which includes: a. Tourism Destinations; b. Tourism Marketing; c. The Tourism Industry; d. Tourism Institutionalization. Consequently, in assessing the success of tourism management as a continuation of the RPJMD Mission, the Regional Tourism Master Plan, and the strategic objectives of the NTB Tourism Office, five strategic goals have been identified (Perda NTB, 2019):

- a. *Improved effective and efficient tourism marketing, measured by the number of tourist visits;*
- b. *Increased development of tourism destinations to at least "developed" status, indicated by the growth percentage of developing tourism destinations;*
- c. *Growth of credible tourism industries, measured by the percentage growth of credible tourism enterprises;*
- d. *Added value in the creative economy sector, measured by the percentage of creative economy actors with intellectual property rights;*
- e. *Enhanced capacity and professionalism of tourism-related human resources, measured by the percentage of certified tourism-supporting personnel.*

Performance indicators established for these objectives, which are also set as Key Performance Indicators (KPI) for the NTB Tourism Office in 2023, include (Perda NTB, 2019):

- a) *The number of tourists visiting West Nusa Tenggara;*
- b) *The growth percentage of developing tourism destinations;*
- c) *The percentage growth of credible tourism enterprises;*
- d) *The percentage of creative economy actors with intellectual property rights;*
- e) *The percentage of certified tourism-supporting personnel.*

An examination of the local government's performance indicators based on the RPJMD and the tourism office's key performance indicators reveals a consistent focus on tourism resource development to support economic growth. When evaluated against the concept of Sustainable Tourism, it is clear that significant progress remains to be achieved.

As established, the sustainable tourism development concept highlights three key elements: environmental sustainability, economic sustainability, and socio-cultural sustainability, as noted by Heillbronn as cited in (Fenilia Tamaratika & Arief Rosyidie, 2017). Environmental sustainability, in particular, involves optimal utilization of environmental resources through resource limitation, ecological process maintenance, and preservation of natural heritage and biodiversity in tourist destinations. This underscores the need for tourism development to foster economic growth while prioritizing environmental conservation and protection as well.

CONCLUSIONS

The policies and strategies for tourism development in the NTB province appear to align with the principles of sustainable tourism, as outlined in the regional tourism master plan (RIPPARDA) through local regulations. This master plan is followed by more technical and operational measures, with the Department of Tourism drafting a Strategic Plan (Renstra) and an Annual Work Plan (Renja). However, at the sub-policy and implementation level, the program targets, indicators, and strategies have not yet fully embodied sustainable tourism development. This is partly due to the NTB region's tourism development program being divided into three stages, and it is still in the process of achieving a holistic approach to sustainable tourism.

As a result, the main focus of the program's targets, strategies, and achievement indicators remains centered on efforts to develop tourism destinations, promote tourism to attract visitors, and enhance the tourism sector's attractions, accessibility, and amenities (the "3A"). In other words, the current focus is largely on efforts aimed at bolstering economic growth in the tourism sector, with limited emphasis on environmental protection within the program's goals, strategies, and indicators. Consequently, the policy direction, strategies, and development targets at the operational level are more economically growth-oriented and have not yet simultaneously, concentrically, or significantly advanced efforts to preserve the environment, protect natural resources, or address the socio-cultural aspects of sustainable tourism development.

Dimension of Environmental Protection within Sustainable Tourism Development Policies in West Nusa Tenggara Province, Indonesia

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