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1. Bukti Submit, Artikel yang disubmit, dan Cover Letter

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Submit Manuscript

3 messages

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Mrs. Dorina Camelia ILIEŞ
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Dear Mrs. Camelia ILIEŞ

I would like to submit the manuscript entitled "*Framework For Tourism Development Policies Based On Participatory Approach: A Case Study On Kedung Ombo Tourist Area, Indonesia*" by Nafiah Ariyani and Akhmad Fauzi to be considered for publication as an original article in the *GeoJournal of Tourism and Geosites*

We declare that this manuscript is original, has not been published before, and is not currently being considered for publication elsewhere.

We know of no conflicts of interest associated with this publication, and there has been no significant financial support for this work that could have influenced its outcome. As Corresponding Author, I confirm that the manuscript has been read and approved for submission by all the named authors.

We hereby submit: the manuscript paper, figures related to the manuscript and cover letter.

We hope our manuscript suitable for publication and look forward to respond from you in due course.

Sincerely,

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FRAMEWORK FOR TOURISM DEVELOPMENT POLICIES
BASED ON PARTICIPATORY APPROACH:
A CASE STUDY ON KEDUNG OMBO TOURIST AREA, INDONESIA

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ABSTRACT

A coherent policy design is sorely needed for tourism development. This research aims to formulate a policy framework for developing the Kedung Ombo tourist area as the basis for the future development direction. Data were collected through focus group discussions. To analyze, use Multipol, which integrates a multicriteria analysis approach with participatory principles. The result showed that attraction and institutional development policies are the best policies framework. Meanwhile, actions associated with the local community and improvement in service quality are among the best programs. Thus, this study helps develop a roadmap for sustainable development within the framework of participatory-based decision-making.
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Keywords: development, Kedung Ombo, policy, scenario, tourism

Introduction
Tourism is a sector with significant economic development opportunities while being considered one of the suitable approaches to build a more prosperous society (Gohori & van der Merwe, 2020); (Prandi, Nisi, Ribeiro, & Nunes, 2021)). Furthermore, tourism is considered to have a multiplication effect that indirectly encourages the development of economic, social, territorial, and patrimonial areas, as well as helping to reduce the level of backwardness in different parts of the world (Baptista, Lemos, Pocinho, & Nechita, 2019). Thus, tourism development has become a dynamic social and economic phenomenon, affecting many countries and communities (Arintoko, Azis, Gunawan, & Supardi, 2020). Nevertheless, during the Covid-19 pandemic, tourism was the most vulnerable, most affected economy sector, contributing to the economic contraction, specifically in tourism-very dependent economies. Given these roles, future tourism development should consider all these strengths and weaknesses to build sustainable tourism.

Various issues play a more significant role in tourism development. For example, the sustainable topic (Sharpley, 2020), leadership (Nunkoo & Gursoy, 2016), the role of stakeholders (Tregua, D'Auria, & Marano-Marcolini, 2018), and local community engagement (Bichler, 2021) are among the significant issues that influence the concept of tourism development. Tourism development should be based on a strategic approach that is goal-oriented, comprehensive, and participatory (Arbolino, Boffardi, De Simone, & Ioppolo, 2020). Stakeholder participation should support sustainable tourism development (Joseph, Kallarakal, Varghese, & Antony, 2021). Finally, tourism development requires proper policy support (Foris, Florescu, Foris, & Barabas, 2020). Tourism development focused on sustainable development will impact job creation and promote local culture and products (Duxbury, Bakas, de Castro, & Silva, 2021).

The success of tourism development depends heavily on integrating policy, planning, and management tools (Pazhuhan & Shiri, 2020), ideally ensuring a harmonious symbiosis with the environment and social life (Liasidou, 2019). In this context, the policy environment becomes a strategic element to maintain stakeholders' various motives, interests, and objectives in realizing a sustainable tourism future. Comprehensive policies supported by all stakeholders are needed to discover sustainable tourist destinations (Velasquez, 2014). Tourism policy is a set of government-driven discourses, decisions, and practices (sometimes) working with private or social actors to achieve diverse goals (Velasco, 2020). Related to global tourism, the core of tourism policy is the activity of the national central entity of tourism policy that directly and indirectly impacts the function of domestic tourism (Panasuik, 2020)

Tourism destinations are living spaces for locals with different priorities, so the planning process of tourism destinations needs to consider aspects of facilitation of inclusion of local stakeholders. Governance and effective management are fundamental factors for the sustainable development of tourist destinations (Liu, Pan, & Zheng, 2019). Tourism governance helps explore the constituents of tourism destinations. It focuses on providing destination directions and boundaries (Bichler, 2021). The idea of governance has complemented tourism planning, which cannot be replaced by organizing or coordinating (Volgger, Pechlaner, & Pichler, 2018). geographical proximity to the market, accessibility to the market, availability of attractions, cultural relations, availability of services, affordability, pro-tourism policies, peace and stability, and a positive image are a set of factors successful tourist destinations (Pazhuhan & Shiri, 2020). A tourist destination features a multi-actor complexity, dependence on resources between actors involved, and public-private interplay, so a governance perspective is well suited to understanding their development dynamics (Zhang & Zhu, 2014).

Finally, effective tourism planning is a prerequisite in sustainable resource management and ensures inclusive decision-making (Pazhuhan & Shiri, 2020). Successful tourism development was born from careful planning supported by the participation of all stakeholders (Nabiha & Hasliza, 2015). Conversely, the absence of proper planning will result in tourism detrimental to social and natural conditions (Dunets et al., 2019).

This paper aims to develop a comprehensive framework for a sustainable Kedung Ombo tourist area policy model based on a participatory planning approach. This study uses the Multipol method to build a policy design model by evaluating alternative programs, policies, and scenarios with the proposed success criteria in the institutional context. The study will contribute to the existing policy framework related to tourism development, especially in developing countries. Furthermore, it will fill the gap between the current tourism planning and management approach, primarily based on spatial and physical methods.

Overview of Research Objects

Indonesia is a country that has a wealth of tourism potential. The beauty and richness of the ecosystem make Indonesia an attractive tourist destination (Aly, Yuliawan, Noviyanti, Firdaus, & Ari, 2019. Economically, tourism has become a central issue and plays an essential role in the Indonesian economy (Utomo et al., 2020). In addition, the tourism sector is a source of income, creating jobs and reducing poverty in the Indonesian economy (Supriyadi & Kausar, 2017).

One of the potential areas as a tourism destination is the Kedung Ombo reservoir area in Central Java Province-Indonesia. This area offers the enormous dam landscape in Southeast Asia, a beautiful natural panorama, hilly topography, and cool air. They all are as attractive a tourist attractions. Various tourist object was developed in this area, mainly: water tourism, culinary tours,

nature tourism, and cultural tourism. Animo visitors are relatively enough. The conditions as a factor that supports this area as a tourism destination.

Since the Kedung Ombo reservoir was inaugurated in 1991, various efforts have been made to develop it, but it has not shown significant results. Moreover, even in some tourist spots, there are often accidents that endanger tourists. Based on all, the tourism development in the region is slow and at risk of unsustainable.

Based on the potential and problems that have been identified, the development of the Kedung Ombo area must be implemented in a planned manner. Appropriate policies and programs framework must support the action by involving all stakeholders, especially managers of forests, reservoir managers, and the government district of Grobogan, Sragen, and Boyolali. No less important is the support of the community around the area. In this context, this research was conducted.

Research Methods

This research is a prospective study based on problems on the research object and reaches future thinking. This study uses a qualitative method of data collection using a participatory approach by applying the focus group discussion (FGD) technique. Meanwhile, the participatory approach proposed would support planners and policymakers in designing and implementing a consistent policy framework for future sustainable systems (Padeu & Adithandra, 2020).

Data analysis using a multicriteria approach based on the Multipol method (MULTI criteria-POLicy) was used. The Multipol is a method of evaluating discrete multicriteria useful for determining program options (actions), policies, and scenarios and tests the effectiveness of policies and actions against the scenarios based on weighted averages and standard deviations (Stratigea, 2013). Using the Multipol methods allows decision-making to evaluate programs, projects, and strategies concerning boundaries defined as criteria and policies and consider the institution's context (Martelo, Fontalvo, & Severiche, 2020).

In the Multipol, the policy is a set of consistent discourse decisions, while actions consist of programs, i.e., the set of steps to be taken. At the same time, the scenario shows the path to the future picture. Integrating these elements will guide the development process to ensure success criteria can be fulfilled. Thus, Multipol does not offer the most dominant scenarios, policies, and programs but rather indicates the best framework between scenarios and programs (Panagiotopoulou & Stratigea, 2014).

The stages of implementation of participatory approach on the application of the Multipol software are as follows:

- Phase 1: Select the expert group. In this study, fifteen people with relevant competencies in tourism development in the Kedung Ombo area were selected as FGD participants. The on-site district governments, forestry managers, Kedung Ombo reservoir management, and community leaders. They are a stakeholder in the region. They are required to specify the necessary parameters in using the Multipol method.
- Phase 2: Define Multipol method inputs. FGD participants discussed relevant data about Kedung Ombo's condition to determine alternative criteria, actions, policies, and. The inputs are then entered in the Multipol software in the long name, description, short name, and weight.
- Phase 3: define policy conformity. FGD participants evaluate the relationship between actions, policies, and scenarios. This process generates tables, graphs, and maps that show the performance and relationship between programs, policies, and scenarios, their compatibility, and the order of probability of success.

- Phase 4: Policy analysis and selection. Analyze result evaluation to explain the relationship between the program, policy, and scenario; subsequently, draft the policy framework for developing the Kedung Ombo tourism area.

Criteria and Actions-Policy-Scenario Alternatives of the Kedung Ombo Tourist Area Development

The FGD decides the development success criteria of the Kedung Ombo tourist area. The requirements include tourism economic, social, environmental, and regional development aspects. These are essential aspects of sustainable tourism development (see Table 1).

Table 1. Success Criteria of the Kedung Ombo Tourist Area Development

Long name	Description	Short name	Weight
Tourism Aspect	1. The increasing attractiveness of the Kedung Ombo area as a tourist destination	C1	6
	2. Increasing of safety, health, and security of tourists	C2	5
Economics Aspect	1. The increasing economic activity and entrepreneurial ability of the local community	C3	4
	2. The increasing employment for the local community	C4	5
Social Aspect	1. The improving social and economic relations of communities around the area	C5	4
	2. The developing the local community that cares about tourism	C6	5
Environment Aspect	1. The reducing environmental damage	C7	4
	2. The existence of tourism must not be interfacing with the function of the Kedung Ombo reservoir	C8	6
Regional Development and Governance Aspect	1. The increasing regional income and forest multifunction.	C9	6
	2. The increasing collaboration between regional government, Perhutani, and the Kedung Ombo management	C10	5

Source: FGD of Kedung Ombo Tourism Area Development, 2020

Another input component needed for the Multipol implementation is defining actions. The program actions describe a series of programs and a possible intervention to support the implementation of policies (Panagiotopoulou & Stratigea, 2014). The FGD produces ten program actions to realize the four established vital policy as shown in Table 2

Tabel 2. Alternatives Actions of the Kedung Ombo Tourist Area Development

Long Name	Description	Short Name
Public facilities development program	The program aims to improve roads, clean water, religious facilities, electricity, health, and safety infrastructure.	A1

Tourist facilities development program	The program consists of building a parking area, toilets facilities, religious facilities, and a minimarket.	A2
Education and training program	Carry out tourism and entrepreneurship training for local communities in collaboration with competent parties to improve the capabilities of local communities.	A3
Local community development program	Establish local communities that care about tourism to encourage their involvement and cohesion.	A4
Safety management program	Develop management of security and safety for tourists and employees, and improve environmental protection.	A5
Governance development program	Develop proper governance that ensures clarity of coordination and involvement of all stakeholders in the area.	A6
Tourist attractions development program	Develop tourist attractions based on local resources, namely nature-based tourism, cultural tourism, culinary tourism, and water-based tourism.	A7
Service quality development program	Develop quality of service that emphasizes responsiveness and hospitality to improve the satisfaction of the tour experience.	A8
Information communication and technology development program	Develop information, communication, and technology facilities to support services and digital promotional development.	A9
Promotion tourism development program	Develop digital tourism promotions, including developing the web, advertising in digital media, and developing public relations to build the image.	A10

Source: FGD of Kedung Ombo Tourism Area Development, 2020

FGD also formulated Kedung Ombo tourism development policy strategies to become a more sustainable tourism destination. The policy is a strategy for achieving political, social, economic, and physical objectives. In addition, the policy describes consistent development discourse. The four central policies are as follows (see Table 3):

1) Tourism development policy (P1). This policy emphasizes efforts to develop local resource-based tourist attractions, service management to improve tourist satisfaction, and tourism promotion to increase tourist interest and destination image.
2) Infrastructure development policy (P2). This policy emphasizes developing infrastructure networks, tourism facilities, and accessibility in sustainable tourism development, mainly: road facilities, clean water, electricity, and ICT. This policy is necessary considering the location of the Kedung Ombo area away from the affordability of main roads in the region and the limitations to electricity and ICT facilities.
3) Institutional development policy (P3). This policy emphasis development of proper governance primarily based on the potential of primary stakeholders. Adequate management will organize each party's main tasks and functions and form coordination and formal relations that benefit all parties.
4) Communities development policy (P4). This policy emphasizes the efforts to develop the capabilities of local communities. Community development is directed to improve tourism services and entrepreneurship ability local community. At the same time, this capability will increase people's habituation towards tourism related to cultural differences, behaviours, and attitudes.

Tabel 3. Policies Alternatives of the Kedung Ombo Tourist Area Development

Long Name	Description	Short Name	Weight
Tourism Development Policy	Policies are related to the development of tourist attractions, service management, and tourism promotion.	P1	6
Infrastructure Development Policy	Policies are related to the development of public infrastructure, tourist facilities, and ICT.	P2	6
Institutional Development Policy	Policies are related to the development of proper governance.	P3	6
Communities Development Policy	Policies are related to community capacity development.	P4	6

Source: FGD of Kedung Ombo Tourism Area Development, 2020

Following the procedure of the Multipol, the FGD forum formulates the scenarios alternatives to reach out to future related to resources available in the Kedung Ombo area. The scenario shows the path to a structured future picture where the objectives and goals will be achieved. The scenarios are built based on specific components (or dimensions or domains), which are considered to exhibit a high degree of uncertainty regarding their future developments (Stratigea, 2013). The proposed scenarios include the integrated development scenario (S1) and the individual development scenario (S2). This scenario is explained in Table 4. Both designs have the same weight, considering both have the same chance of success.

Tabel 4. Scenarios Alternatives of the Kedung Ombo Tourist Area Development

Long Name	Description	Short Name	Weight
Integrated Development Scenario	Development tourism is carried out in an integrated manner among the main stakeholders (i.e., regional government, Perhutani, and the Kedung Ombo management) to optimize the development of tourism potential.	S1	6
Individual Development Scenario	Development tourism is carried out individually by each main stakeholder to provide space for creativity to their resources and authority.	S2	6

Source: FGD of Kedung Ombo Tourism Area Development, 2020

The next stage is assessing each program's interrelationship and scenario against the criteria of triumphant development.

Action-to-Policy-Based Evaluation

This session presented the interrelation evaluation of program performance (Ak) to policy (Pj). The results of these stages are displayed in tables (see Table 5). As shown in Table 5, the highest-scoring action is service quality development programs (A8), the most priority programs that must be implemented related to the proposed policy. The next rank is establishing tourism care community groups (A4), followed by the next level is the tourism attraction development program (A7), the third priority. The evaluation results also showed the public facilities development program (A1) was the least featured program because it has a small score for each policy, and thus making it the lowest scoring action.

Table 5. Actions Performance Related to Proposed Policies

Programs/Policies	P1	P2	P3	P4	Average	Standard Deviation	Score
A1	5.9	5.9	5.1	6.3	5.8	0.4	1
A2	8.2	5.8	5	7.6	6.7	1.3	2
A3	8.7	7.6	7.4	10.7	8.6	1.3	5
A4	9.3	8.2	9.1	10.8	9.4	0.9	9
A5	7.1	8.8	7.7	6.6	7.5	0.8	3
A6	6.8	9.1	10.7	8.1	8.7	1.4	6
A7	11.6	8.9	8.2	8.2	9.2	1.4	8
A8	11.4	9	8.6	9.9	9.7	1.1	10
A9	9.8	8.5	8.6	9.2	9	0.5	7
A10	10.7	7.1	6.5	8	8.1	1.6	4

Source: Multipol of Kedung Ombo, 2020

In addition to Table 1, this stage produces a graph called Profile Map, presenting the relationship between actions and policies to establish priorities regarding the more closely related projects related to the institution's policies. The order of importance of the program against each policy (shown in Figure 1). For example, the graph shows that under tourism development policy (P1), the tourism attraction development program (A7) is the best action, while the public facilities development program (A1) is the lowest priority. Meanwhile, under infrastructure development policy (P2), the governance development program (A6) is a flagship program, while the tourism facilities development program (A2) is the most minor featured program. Likewise, in the institutional development policy (P3), the governance development program (A6) is the flagship program, while the tourism facilities development program (A2) is the least priority. Finally, while in the policy of community development (P4), the formation and development of the tourism-community program (A14) is a prioritized program, while the public facilities development program (A1) is the least priority.

Figure 1. Priority Program Map of each Policy
Source: Multipol of Kedung Ombo, 2020

Besides that, the Multipol also provided a graph known as Sensitivity Classification Map, which represents the success probability of the projects based on the effectiveness of their implementation. The programs with the most excellent possibility of success (shown in Figure 2). Figure 2 shows a map of the program's sensitivity, where the axis (X) indicates the standard deviation while the Y-axis shows the performance of the faithful program against the policy as measured from the average value. Programs that have low standard deviation and high average values perform well for more than one policy. On the other hand, programs that show high standard deviations are more specific to a particular policy, where the performance for each policy depends on its average value (Panagiotopoulou & Stratigea, 2014).
Based on the evaluation results, in Figure 2, it can be known:
- ICT development program (A10) and establishing a tourism care community (A4) suit all policies indicated by high average values and low deviation standards.
- Quality service development program (A8), tourism object development program (A7), education and training program (A3), governance development program (A6), and tourism

promotion program (A10) are programs that have medium deviation standards that lead to high performance. Additionally, they perform well on specific policies, where each program's performance depends on the average value of each approach (see Table 4).

- The tourism facilities development program (A2) seen from the standard deviation presented shows that this program does not perform well for all policies.
- Lower performance hierarchies with low standard deviation (suitable for more than one policy), seen in is placed by public facilities development programs (A1) and security, health, and environmental management development programs (A5).
- Lastly, a public facilities development program (A1) is a program that shows the lowest level of performance compared to other programs.

Figure 2. Program's Sensitivity Map
Source: Multipol of Kedung Ombo, 2020

Figure 3 presents the results of Multipol in a closeness map which shows the closeness between policies and actions. Furthermore, important information is presented related to which program is suitable for each policy. This information leads to creating a "policy package," i.e., a set of programs relevant to a particular policy. The basis used to determine this package is that the smaller the program's distance from a policy, the more efficient that program is for the specific procedure. Based on Figure 3, be explained as follows:

1) For the tourism development policy (P1), the quality service development program (A8), the tourism attraction development program (A7), the tourism promotion program (A10), and the tourism facilities development program (A2) are suitable programs for this policy.
2) For the infrastructure development policy (P2), public facilities development program (A1) and information communication and technology development program (A9) are suitable programs for this policy.
3) The governance development program (A6) and the health, security, and environmental management development program (A5) are suitable programs for institutional development policy (P3).
4) Likewise, education and training programs (A3) and program of establishment tourism care community (A4) are appropriate programs for community capacity-building policies (P4).

Figure 3. Program's Closeness to Policy
Source: Multipol of Kedung Ombo, 2020

Policy-to-Scenario-Based Evaluation
This section describes the interconnectedness assessment between policy alternatives and proposed scenarios. The evaluation results are shown in Table 6, which represents the performance of the (Pj) policy for each scenario (Si) and outlines the priority policies in performance based on a combination of average's and deviation standard's values.

Table 6. Policy Performance in Relation with Scenario that Proposed

Policy/Scenario	S1	S2	Average	Standard Deviation	Score
P1	10.7	10.9	10.8	0.1	4
P2	10.9	8.8	9.8	1.1	1
P3	12.3	9	10.7	1.7	3
P4	8.9	11.7	10.3	1.4	2

Source: Multipol of Kedung Ombo, 2020

Based on Table 6, the tourism development policy (P1) is the best followed, and the infrastructure development policy (P2) is the last order. Institution development policy (P3) is ranked second, followed by community development policy (P4) in the following order.

Furthermore, it can be seen the order of policy priorities in each scenario (Figure 4), as follows:

- For the integrated development pattern scenario (S1), institutional development policy (P3) seems to be the most appropriate policy with a performance value of 12.3, followed by infrastructure development policy (P2) with a performance value of 10.9 and tourism development policy (P1) with a performance value of 10.7. While the last community capacity development policy (P4) with a performance value of 8.9.
- For the S2 scenario (individual development pattern), P4 (community capacity building) seems to be the best performing policy with a performance value of 11.7, followed by a tourism development policy (P1) with a performance score of 10.9. While the institutional development policy (P3) with a value of 9 is in the following order. At the same time, the lowest-performing infrastructure development (P2) policies (8.8) are in the last place.

Figure 4. Priority Policy Map of Scenarios
Source: Multipol of Kedung Ombo, 2020

As the linkage between policies and actions is presented earlier in the closeness map between programs and policies, the Multipol analysis also offers a closeness map to show the association between policies and scenarios. Figure 5 shows a map of the policies' sensitivity. From each policy set based on the average performance value and standard deviation, the tourism development policy (P1) is suitable for all scenarios because the standard deviation is low and the performance is high. Meanwhile, institutional development policy (P3) is only applicable for integration scenarios (S1). In contrast, the infrastructure policy (P2) and community capacity building policy (P4) do not perform well for the whole scenario because the standard deviation is high with low performance, but community capacity building policy is better.

Figure 5. Policy Sensitivity Map
Source: Multipol Kedung Ombo, 2020

Figure 6 presents the closeness between policies and scenarios, as follows:

1) For the integrated development scenario (S1), the institutional development policy (P3), the infrastructure development policy (P2), and the tourism development policy (P1) are suitable policies for this scenario.
2) For the individual development scenario, the infrastructure development policy (P2), the tourism development policy (P1), and community capacity-building policies (P4) are suitable policies for this scenario.

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Figure 6. Policy Closseness to Scenarios
Source: Multipol of Kedung Ombo, 2020

Framework Potential Policy for Realizing Tourism Area Kedung Ombo
The Multipol analysis presents a potential policy path implemented with program actions aligned with specific policies and scenarios (Panagiotopoulou and Stratigea, 2014). The overall evaluation results of policy programs and scenarios outlined became the basis for determining the most appropriate policy framework for developing the Kedung Ombo tourist area. This framework consists of the Kedung Ombo tourist area, where targets are formed, and the relevant policy direction and program action to perform on each particular future. Figure 7 shows the policy direction of P_j ($j=1, ...,4$) and the programs/policy steps of A_k ($k=1,..., 10$) presented in the best performance order to the least.

Figure 7. Potential Policy Paths to Achieve Every Scenario in a Combination of Policies and Programs

Concluding Remarks
The emphasis of this paper is on the discovery of policy design to support decision-making based on a participatory planning approach in the Kedung Ombo area. The Multipol method provides solutions by facilitating the interests of various parties in obtaining an appropriate policy, actions, and present alternative tourism development options (scenarios) along with the policy direction and programs required for its development implementation and programs proposals. Furthermore, the Multipol approach is used to raise policy makers' awareness of the value of resources in the Kedung Ombo area in the future.

The results of Multipol evaluation show that institutional development policy is the best policy in the integrated scenario. The integrated scenario is a development scenario carried out jointly by all stakeholders in a coordinated manner. The design one of the indicators of sustainable tourism is cross-border cooperation and stakeholder participation (Kisi, 2019). This scenario directs all tourist attractions in the Kedung Ombo area connected. The flagship programs that support this scenario are governance development, which determines stakeholder engagement and governs their respective roles based on coordination. Other programs are the development of safety, health, and environmental management to ensure the safety of tourists and ecological protection.

In individual scenarios, each stakeholder carries out individually the potential resources themselves. In this scenario, the community capacity building policy is the flagship policy. Priority programs that need to be implemented to follow this policy are education and training programs and establishing tourism-caring community groups.

Eventhough community development policies rank low in the integrated scenario policy hierarchy. However, it can be combined with other policies to complement implementation in this scenario, given its core interests. Similarly, the infrastructure development policies are at the lowest order in the individual scenarios. Based on these findings, policymakers can choose between two development scenarios considering the availability of resources, risks, and the extent of success. Thus, as a whole, the results of this study became a road map for policymakers in the Kedung Ombo area.

The proposed policy framework gives the possibility of decision-making flexibility of future unexpected changes in the external environment. However, policy decisions must be made by preparing their readiness to be reoriented based on policy options for each future state and environmental attributes.

Finally, lessons learned could be drawn from this study related to the complex participatory process and interactions among policy, actions, and scenarios in tourism management and planning. As to be drawned from this study, no single policy should be carried out with a single program. Instead, the combination of multi policies and consideration of various actions or programs are suitable for development tourism under different scenarios.

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Mrs. Dorina Camelia ILIEŞ, University of Oradea, Romania

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Please find enclosed our manuscript entitled:

Framework For Tourism Development Policies Based On Participatory Approach: A Case Study On Kedung Ombo Tourist Area, Indonesia

....
intended for submission to the *GeoJournal of Tourism and Geosites.*

Authors:
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....

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....

Short description of the subject (maximum 100 characters)

A coherent policy design is sorely needed for tourism development. This research aims to formulate a policy framework for developing the Kedung Ombo tourist area as the basis for the future development direction. Data were collected through focus group discussions. To analyze, use Multipol, which integrates a multicriteria analysis approach with participatory principles. The result showed that attraction and institutional development policies are the best policies framework. Meanwhile, actions associated with the local community and improvement in service quality are among the best programs. Thus, this study helps develop a roadmap for sustainable development within the framework of participatory-based decision-making.

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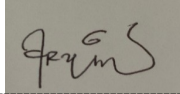
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A POLICY FRAMEWORK FOR SUSTAINABLE TOURISM DEVELOPMENT BASED ON PARTICIPATORY APPROACHES: A CASE STUDY IN THE KEDUNG OMBO TOURISM AREA-INDONESIA

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ABSTRACT

This research aims to find an alternative policy framework on tourism development Kedung Ombo-Indonesia. This study uses a qualitative approach by applying Multipol analysis method. Collecting data uses a focus group discussion method. The research participants are stakeholders of the area, such as local governments, reservoir managers, forest directors, and society. The result shows that an institutional development policy supported by good governance development programs is the best policy in the integrated scenario. Meanwhile, tourism development policies supported by developing public facilities, tourism convenience, tourism interest, marketing and promotion, and service quality are the best policy in the individual scenario.

Keywords: development, Kedung Ombo, policy, tourism, Multipol

INTRODUCTION

Tourism has become a dynamic social and economic phenomenon impacting many countries and societies (Arintoko et al., 2020). Tourism is a path of progress for many countries globally and a leverage factor in preserving local culture, tradition, and custom, directly contributing to the gross domestic product and playing an active role in environmental protection (Liu et al., 2019). Furthermore, through an integrated policy, tourism generates a higher quality of job vacancy for increasing economic and social growth, and it offers a triple-win impact for countries to move towards an inclusive and resilient economy (Khan, 2020; Yanes et al., 2019; Baptista et al., 2019; Băndoi et al., 2020; Gohori and Merwe, 2020; Prandi et al., 2021).

Indonesia is a rich potential natural tourism country, and the tourism sector has become a central issue playing a vital role in the Indonesian economy (Utomo et al., 2020). Tourism development in Indonesia has been proven to provide significant benefits for the national economy and accelerate the process of economic transformation to rural areas (Nugroho et al., 2018). According to the vital role of the tourism sector in various dimensions, tourism is a sector that is always encouraged by the Indonesian government (Kodir et al., 2020).

However, the tourism development in several regions in Indonesia shows insignificant results and a risky unsustainable program. Without planning involving stakeholders, overlapping policies and tourism planning more emphasize on technical aspects are the causative factors. As a complex system (Baggio, 2020), tourism development requires an accurate plan supported by all stakeholders (Coburn et al., 2021; McComb et al., 2017; de Anjos and Kennell, 2019; Joseph et al., 2021), and it should be based on a target-oriented, participative, and comprehensive strategic approach (Arbolino et al.,2020).

Tourism development in Kedung Ombo in Central Java Province is an example of unsuccessful tourism development. The absence of planning, the direction of development policies, and weak coordination among stakeholders have caused the development process to run slowly and almost unsustainably (Ariyani and Fauzi, 2019). The process of development, which has been started in 1999, has only produced a few tourist spots developed by several parties where the condition of the attractions, facilities, and convenience is limited. As a result, the impact on the society around the place has not been realized (Ariyani and Umar, 2020).

Kedung Ombo is a village that has rich natural resources for tourism, such as a forest and reservoir, which is the largest reservoir in Southeast Asia (1.8 kilometers in length, 18 meters in width, 96 meters in height, consisting of 2.830 hectares of water areas and 3.746 hectares of land). This place is located in three districts which are Grobogan, Sragen, and Boyolali. In the Kedung Ombo area, the local government does not handle it alone. Still, there are strong institutions in managing the place, Indonesian State Forestry Corporations in Juwangi and Gundih and the manager of Kedung Ombo Dam.

Suppose the tourism potency in Kedung Ombo is well developed; it will significantly assist the economic growth by the infrastructure improvement and local community welfare related to the expansion of job vacancies. Moreover, it will help to reduce the forest damage due to high levels of illegal logging and optimize the multifunction of the reservoir as irrigation, power plants, and a tourism place according to the target of the Kedung Ombo reservoir at the beginning of its building. Furthermore, the scarcity of tourist destinations, especially in the Grobogan and Sragen regions, is also an opportunity to develop the tourism area in the future.

This research is designed to find an appropriate policy framework for tourism development in Kedung Ombo. The policy framework will be a roadmap that the development should be able to acquire the tourism potency and impact on regional economic growth. It also can reduce forest damage and protect the primary function of the reservoir. The proposed policy framework includes policy options, scenarios, and programs based on the principle of Multipol (Panagiotopoulou and Stratigea, 2014). The result of the research is expected to fill the gap in the tourism development policy in Indonesia, especially in areas involving multi-actors.

LITERATURE REVIEW

Sustainable Tourism Development Concepts
Along with the successful and inherent tourism, which has positive and negative impacts on society, economy, and environment, a sustainable issue becomes an essential topic and concept in tourism planning and development (Postma and Schmuecker, 2017). Sustainable tourism is defined as all forms, including tourism management and development activities that maintain natural, economic, and social integrity and ensure the maintenance of natural and cultural resources (Kisi, 2019). Furthermore, sustainable tourism is also a development model in which human and natural resources are united and well-coordinated with the economic, social, resource, and environmental issues (Guo et al., 2019).

Achieving sustainable tourism requires a sustainable development process involving all interested parties' planning and coordination (Panasiuk, 2020). The development goal of potential tourism is to create long-term mutually beneficial interactions between increasing community welfare, environmental sustainability, and visitor satisfaction, and inclining the integration and unity of community development around the area (Romão et al., 2017).

2

Tourism Development Policies
Tourism development is defined as a part of efforts to actualize the integration in the use of various tourism resources and integrate all forms of aspects outside of tourism that are directly or indirectly related to the continuity of tourism development (Lin et al., 2021). The success of tourism development highly depends on the integration of policy, planning, and management tools (Pazhuhan and Shiri, 2020). In addition, tourism planning and policy are the most significant factors determining how tourism develops and how tourism benefits and impacts are distributed (Dredge and Jamal, 2015).

Planning and policies are needed as a road map to determine development direction and regulate the tourism actors for running the activities (Almeida et al., 2017; Angelevska and Rakicevik, 2012). Furthermore, effective tourism planning helps deal with the negative effect of tourism, primarily environmental and community impacts (Almeida et al., 2017) (Dunets et al., 2019). In this context, the environment of policymakers becomes a strategic element to maintain the integration of the various motives, interests, and goals of stakeholders in order to realize sustainable tourism in the future (Arbolino et al., 2020).

A tourism policy is a product of a very complex process and is related to various aspects (Rizal et al., 2021). A tourism policy is a set of discourses, decisions, and practices which are promoted by the government in collaboration with either the private or social executants to achieve a variety of goals (Velasco, 2020). Additionally, a tourism policy is an intentional action beyond the level of theoretical reflection and political intentions, which are realized into a concrete action that involves the use of public resources and the responsibility of public sector stakeholders (Zielinski et al., 2020). The government has to be a central actor, yet tourism policies do not have to be promoted and implemented exclusively by the public (Velasco, 2020). Therefore, a synergy among the government, entrepreneurs, and society is needed to plan the tourism project and development (Rizal et al., 2021; Aktymbayeva et al., 2021)

The development of tourism policies, plans, and strategies should ideally ensure a harmonious symbiosis with the environment, and social life of the area occurred (Liasidou, 2019). Tourism policies must be integrated with consistent actors or at least actions designed to be consistent (Koliouska and Andreopoulou, 2020). A tourism policy includes an uncertainty associated with selecting appropriate methods for generating scenarios, identifying the indicators used to assess scenarios, evaluating scenarios to prioritize the policy formula, and assessing the impact of policy scenarios (Perveen et al.,2017).

There are many factors that can be obstacles to developing the tourism area, such as lack of attractions, demands, local resilience, climate change, and political restrictions (Paunović and Jovanović, 2017). Besides, the issue is to plan a project that emphasizes more on the technical aspect which should be a political issue about regulating all tourism elements towards sustainable tourism development (Aktymbayeva et al., 2021; Rizal et al., 2021).

Planning and policies are closely interrelated in the context of tourism governance (Dredge & Jamal, 2015). Effective governance and management are vital factors in developing a sustainable tourist area (Liu et al., 2019). Tourism governance helps to explore the constituencies of tourism places and focuses on providing direction and boundaries for tourism destinations (Bichler, 2021). Furthermore, the notion of governance has complemented tourism planning, which is not enough or can be replaced by just organizing or coordinating (Volgger et al., 2018).

MATERIAL AND METHODS

This research implements the qualitative approach to map the policy options, the scenarios, and the priority programs for the tourism development in Kedung Ombo sustainably. Collecting data is conducted through the participatory approach that is focus group discussions by involving the participants and informants, which is representative of the local government of Grobogan, Boyolali, and Sragen District, dam management, forestry management, and the local community.

The data are analysed using the policy analysis method with Multipol technic (Multicriteriapolicy). Multipol is the multicriteria evaluation method to test the effectiveness of various policies and actions to the scenario, including determining the framework from the best options of actions, policies, and scenarios for the project (Panagiotopoulou and Stratigea, 2014; Martelo et al., 2020). The stages of implementing the participatory approach and data analysis based on the Multipole method are shown in Figure 1.

Figure 1. Stages of Determining the Policy Framework Based on the Multipole Method

The participatory stage results a series of inputs needed in the Multipole analysis method. The inputs include success criteria, alternative programs, policies and scenarios as presented in Table 1.

Table 1. Successful Criteria, Alternative Program Action, Policy and Scenario

Criteria	Symbol	Program	Symbol	Policy	Symbol	Scenario	Symbol
Increasing tourist attraction	C1	Public facility building program	A1	Tourism development policy	P1	Integrated development scenario\	S1
Increasing visitor satisfaction	C2	Tourism facility development program	A2	Infrastructure development policy	P2	Individual development scenario	S2
Increasing the economic activity and entrepreneur	C3	Entrepreneurship education and training program	A3	Institutional development policy	P3		
Increasing the job opportunity for local community	C4	Tourism care development program	A4	Community development policy	P4		
Increasing the economy-social relationship in surrounding area	C5	Security, safety and environmental protection program	A5				
Developing the care community towards tourism	C6	Good governance development program	A6				
Decreasing the environmental damage	C7	Tourist attraction development program	A7				
Protected the main reservoir function	C8	Service quality development program	A8				
Increasing the local revenue and forest multifunction	C9	Communication and information technology development program	A9				
Increased collaboration between local government, Perhutani, and Kedung Ombo management	C10	Marketing and promotion development program	A10				

Source: Primary Data

Evaluation criteria are assessment dimensions that can be measured from the various possible options being considered that can be achieved. Evaluation criteria are the basis of any evaluation process to assess the performance of alternative scenarios, policies, and programs involved in the evaluation process. Scenarios are structured future developments in which the goals and objectives set for the system/problem at hand are achieved. Policy is a strategy to achieve the

goals and objectives in planning that is closely related to the political, social, economic, and physical context in which the evaluation takes place. Meanwhile, program actions relate to potential interventions aimed at policy implementation (Panagiotopoulou & Stratigea, 2014).

RESULTS AND DISCUSSIONS
Evaluation Program towards Policy
The results of program evaluation towards the policy are shown in Table 2, showing the order of priority programs that are favoured in the tourism development of Kedung Ombo. The priority order is based on the average value and the standard deviation of each program to the policy. From Table 2, it is known the development program of communication and information technology is the most superior program. The finding is appropriate to the condition of the Kedung Ombo area, which is still very lacking in access to information technology. In contrast, the development program of marketing development and promotion is not a priority.

Table 2. Program Excellence Order

Action Program /Policy	Mean	Deviation Standard	Ranking
A1	6	2.1	2
A2	7.8	2	6
A3	8.8	1.5	7
A4	12.5	1.7	9
A5	8.5	0.5	6
A6	11.7	2.3	8
A7	5.3	0.9	4
A8	7.4	1.8	3
A9	13	0.4	10
A10	5.7	1.8	1

Source: The Multipol Analysis Results

Figure 2 is shown the featured programs of each policy. From figure 2, it can be seen that the tourism development policy (P1), the development program of communication and information technology, is the most superior program, while the marketing and promotion development programs are the least favoured. In the infrastructure development policy (P2), the communication and information technology development program is the superior program. In the institutional development policy (P3), the good governance development program (A6) is the flagship program. Meanwhile, in the community development policy (P4), the tourism care community development program (A4) is the superior program.

Figure 2. Program Map Towards Policy

Figure 3 shows the proximity of action programs to the policy. From Figure 3, it is known that the tourism development policy is closely related to public facilities development programs, tourism facilities development programs, tourist attraction development programs, service quality development programs, and marketing and promotion development programs. Meanwhile, infrastructure development policies are closely related to security and safety programs, and communication and information technology development programs. Meanwhile, institutional development policies are closely related to good governance development programs.

Figure 3. Closeness of Program Towards Policy

Furthermore, community development policies are closely related to entrepreneurship education and training programs, and tourism care development programs. The closeness of the policy with the program can be interpreted that to implement a policy, it must be supported by closely related programs.

The Policy Evaluation Towards Scenario

The results of the policy evaluation towards the scenario, are presented in Table 3, that shows the order in which policies are favoured. The tourism development and promotion policy (P1) is the most superior policy, followed by the institutional development policy (P3) as the next leading policy. The next rank is the community development policy (P4), and the infrastructure development policy (P2) is the last leading policy.

Table 3. Order of Policy Excellence

Policy/Scenario	Average	Deviation Standard	Ranking
P1	10.8	0.1	4
P2	9.8	1.1	1
P3	10.7	1.7	3
P4	10.3	1.4	2

Source: The Multipole Analysis Results

Figure 4 presents the order of policy advantages in each scenario. It is known that the institutional development policy (P3) is the most superior policy in the integrated development scenario (S1), while the community development policy (P4) is not favoured. In the individual development scenario (S2), the community development policy (P4) is the most featured, while the infrastructure development policy (P2) is not the superior policy.

Figure 4. Priority Policy Map Towards Scenario

Figure 5 shows that the tourism development policy (P1) is a policy determinant of success in developing tourism in Kedung Ombo. This policy needs to be espoused by institutional development policies (P3) which are in the upper right quadrant, while community development and infrastructure development policies are the supporting policies.

Figure 5. Policy Sensitivity Map

Figure 6 shows the policy options for each scenario. In the integrated development scenario (S1), the institutional development policy (P3) and the infrastructure development policy (P2) are the superior policies, while in the individual development scenario (S2), tourism development policies and community development are the leading policies.

Figure 6. Policy Closeness Towards Scenario

Policy Framework for Realizing Kedung Ombo Tourism

The results of the evaluation to program, policy and scenario have been outlined, becoming the basis for determining alternative policy framework which is suitable with implemented tourism development in Kedung Ombo. This policy framework is presented in Figure 7, explaining the policy path for each scenario along with the proposed programs.

Figure 7 explains the road map to tourism development in Kedung Ombo, started from the scenario choices, policies, and the superior programs. From the figure, it can be known to develop tourism in Kedung Ombo can be chosen two alternative development scenarios which are both integrated and individual scenarios. The integrated scenario combines all stakeholder tourism plans in the integrated system. The integrated scenario describes the collaborative work of local governments, forest and reservoir managers and communities to develop tourism in Kedung Ombo together. This scenario emphasizes the efforts to connect between various stakeholders and resources to shape tourism multi-purpose. Tourism attractions that can be developed include horse racing, agro tourism, safari parks, golf courses, cable cars to enjoy the view of the Kedung Ombo area from a height, playgrounds, and culinary delights. The integrated scenario is an appropriate alternative if it is supported by the commitment of all stakeholders.

Figure 7. Potential Policy Pathways to Achieving each of the Future Scenarios of Kedung Ombo Tourism

Considering the actors freely assigns their goals and takes a strategic action to achieve the goals (Heger and Rohrbeck, 2012), the individual development scenario can be the alternative tourism development in Kedung Ombo. The individual development scenario is how Kedung Ombo tourism in the future will structurally be developed by each stakeholder separetedly. For

example, each district develops their tourist destinations according to the potency of the region. This scenario is adequate relevant reminding there are so many and various interest actors in the Kedung Ombo area that have different goals and missions. As a consequence of this choice, each stakeholder must develop their capacity to provide the necessary resources to improve the infrastructure, tourism facilities and services, community building, and tourism workers.

CONCULSION

The emphasis of this paper is on finding a development policy design based on a participatory planning approach in the tourism area of Kedung Ombo. The Multipole method that is used provides the solutions that facilitate the interests of several parties by presenting alternative options scenarios for tourism development along with the required policy directions for the implementation of development and program proposals.

The results of the Multipole evaluation point out that the institutional development policy is the best policy in the integrated scenario. The integrated scenario is a development scenario carried out together by all stakeholders in a coordinated manner. This scenario is appropriate to Kisi's statement that one of the indicators of sustainable tourism is cross-border cooperation and stakeholder participation (Kisi, 2019). This scenario directs that all tourism locations and attractions in the Kedung Ombo area are connected. The superior program supporting this scenario is the good governance development which determines the involvement of stakeholders and regulates their respective roles based on coordination. This policy is appropriate to overcome the sectoral ego which has become prominent in a phenomenon involving many actors.

In individual scenarios, each stakeholder undertakes their development of potential tourism resources. In this scenario, tourism development policies and community policies are the leading policies. Priority programs needing to be implemented to follow this policy are programs for building public facilities, developing tourist attractions, developing marketing and promotion programs, developing service quality programs, education and training programs and developing tourism care.

Considering the dynamic nature of the environment, the proposed policy framework provides the possibility of decision-making flexibility regarding unforeseen changes in the external environment in the future. Therefore, policy decisions must be prepared to be reoriented based on appropriate policy choices for each situation and environmental attribute in the future. Thus, the sustainable development of Kedung Ombo tourism will be achieved.

Finally, the lessons that can be drawn from this study are related to the complex participatory processes and interactions between policies, actions and scenarios in tourism management and planning. As this study can make clear, no single policy has to do with a single program. On the other hand, a multi-policy combination and consideration of various actions or programs suit tourism development under different scenarios.

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5. Bukti Konfirmasi Artikel Revisi Diterima (18 November 2021)

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Manuscript Author(s)	Nafiah Ariyani
Akhmad Fauzi
Issue	**1/2022**
Publication deadline	**March 31, 2022**

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A POLICY FRAMEWORK FOR SUSTAINABLE TOURISM DEVELOPMENT BASED ON PARTICIPATORY APPROACHES: A CASE STUDY IN THE KEDUNG OMBO TOURISM AREA-INDONESIA

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Abstract: This research aims to find an alternative policy framework on tourism development Kedung Ombo-Indonesia. This study uses a qualitative approach by applying Multipol analysis method. Collecting data uses a focus group discussion method. The research participants are stakeholders of the area, such as local governments, reservoir managers, forest directors, and society. The result shows that an institutional development policy supported by good governance development programs is the best policy in the integrated scenario. Meanwhile, tourism development policies supported by developing public facilities, tourism convenience, tourism interest, marketing and promotion, and service quality are the best policy in the individual scenario.

Key words: development, Kedung Ombo, policy, tourism, Multipol

* * * * * *

INTRODUCTION

Tourism has become a dynamic social and economic phenomenon impacting many countries and societies (Arintoko et al., 2020). Tourism is a path of progress for many countries globally and a leverage factor in preserving local culture, tradition, and custom, directly contributing to the gross domestic product and playing an active role in environmental protection (Liu et al., 2019). Furthermore, through an integrated policy, tourism generates a higher quality of job vacancy for increasing economic and social growth, and it offers a triple-win impact for countries to move towards an inclusive and resilient economy (Khan, 2020; Yanes et al., 2019; Baptista et al., 2019; Băndoi et al., 2020; Gohori and Merwe, 2020; Prandi et al., 2021). Indonesia is a rich potential natural tourism country, and the tourism sector has become a central issue playing a vital role in the Indonesian economy (Utomo et al., 2020).

Tourism development in Indonesia has been proven to provide significant benefits for the national economy and accelerate the process of economic transformation to rural areas (Nugroho et al., 2018). According to the vital role of the tourism sector in various dimensions, tourism is a sector that is always encouraged by the Indonesian government (Kodir et al., 2020). However, the tourism development in several regions in Indonesia shows insignificant results and a risky unsustainable program. Without planning involving stakeholders, overlapping policies and tourism planning more emphasize on technical aspects are the causative factors. As a complex system (Baggio, 2020), tourism development requires an accurate plan supported by all stakeholders (Coburn et al., 2021; McComb et al., 2017; de Anjos and Kennell, 2019; Joseph et al., 2021), and it should be based on a target-oriented, participative, and comprehensive strategic approach (Arbolino et al.,2020). Tourism development in Kedung Ombo in Central Java Province is an example of unsuccessful tourism development. The absence of planning, the direction of development policies, and weak coordination among stakeholders have caused the development process to run slowly and almost unsustainably (Ariyani and Fauzi, 2019). The process of development, which has been started in 1999, has only produced a few tourist spots developed by several parties where the condition of the attractions, facilities, and convenience is limited. As a result, the impact on the society around the place has not been realized (Ariyani and Umar, 2020).

Kedung Ombo is a village that has rich natural resources for tourism, such as a forest and reservoir, which is the largest reservoir in Southeast Asia (1.8 kilometers in length, 18 meters in width, 96 meters in height, consisting of 2.830 hectares of water areas and 3.746 hectares of land). This place is located in three districts which are Grobogan, Sragen, and Boyolali. In the Kedung Ombo area, the local government does not handle it alone. Still, there are strong institutions in managing the place, Indonesian State Forestry Corporations in Juwangi and Gundih and the manager of Kedung Ombo Dam. Suppose the tourism potency in Kedung Ombo is well developed; it will significantly assist the economic growth by the infrastructure improvement and local community welfare related to the expansion of job vacancies. Moreover, it will help to reduce the forest damage due to high levels of illegal logging and optimize the multifunction of the reservoir as irrigation, power plants, and a tourism place according to the target of the Kedung Ombo reservoir at the

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beginning of its building. Furthermore, the scarcity of tourist destinations, especially in the Grobogan and Sragen regions, is also an opportunity to develop the tourism area in the future. This research is designed to find an appropriate policy framework for tourism development in Kedung Ombo. The policy framework will be a roadmap that the development should be able to acquire the tourism potency and impact on regional economic growth. It also can reduce forest damage and protect the primary function of the reservoir. The proposed policy framework includes policy options, scenarios, and programs based on the principle of Multipol (Panagiotopoulou and Stratigea, 2014). The result of the research is expected to fill the gap in the tourism development policy in Indonesia, especially in areas involving multi-actors.

LITERATURE REVIEW
Sustainable Tourism Development Concepts
Along with the successful and inherent tourism, which has positive and negative impacts on society, economy, and environment, a sustainable issue becomes an essential topic and concept in tourism planning and development (Postma and Schmuecker, 2017). Sustainable tourism is defined as all forms, including tourism management and development activities that maintain natural, economic, and social integrity and ensure the maintenance of natural and cultural resources (Kisi, 2019). Furthermore, sustainable tourism is also a development model in which human and natural resources are united and well-coordinated with the economic, social, resource, and environmental issues (Guo et al., 2019).

Achieving sustainable tourism requires a sustainable development process involving all interested parties' planning and coordination (Panasiuk, 2020). The development goal of potential tourism is to create long-term mutually beneficial interactions between increasing community welfare, environmental sustainability, and visitor satisfaction, and inclining the integration and unity of community development around the area (Romão et al., 2017).

Tourism Development Policies
Tourism development is defined as a part of efforts to actualize the integration in the use of various tourism resources and integrate all forms of aspects outside of tourism that are directly or indirectly related to the continuity of tourism development (Lin et al., 2021). The success of tourism development highly depends on the integration of policy, planning, and management tools (Pazhuhan and Shiri, 2020). In addition, tourism planning and policy are the most significant factors determining how tourism develops and how tourism benefits and impacts are distributed (Dredge and Jamal, 2015).

Planning and policies are needed as a road map to determine development direction and regulate the tourism actors for running the activities (Almeida et al., 2017; Angelevska and Rakicevik, 2012). Furthermore, effective tourism planning helps deal with the negative effect of tourism, primarily environmental and community impacts (Almeida et al., 2017) (Dunets et al., 2019). In this context, the environment of policymakers becomes a strategic element to maintain the integration of the various motives, interests, and goals of stakeholders in order to realize sustainable tourism in the future (Arbolino et al., 2020). A tourism policy is a product of a very complex process and is related to various aspects (Rizal et al., 2021). A tourism policy is a set of discourses, decisions, and practices which are promoted by the government in collaboration with either the private or social executants to achieve a variety of goals (Velasco, 2020). Additionally, a tourism policy is an intentional action beyond the level of theoretical reflection and political intentions, which are realized into a concrete action that involves the use of public resources and the responsibility of public sector stakeholders (Zielinski et al., 2020). The government has to be a central actor, yet tourism policies do not have to be promoted and implemented exclusively by the public (Velasco, 2020). Therefore, a synergy among the government, entrepreneurs, and society is needed to plan the tourism project and development (Rizal et al., 2021; Aktymbayeva et al., 2021)

The development of tourism policies, plans, and strategies should ideally ensure a harmonious symbiosis with the environment, and social life of the area occurred (Liasidou, 2019). Tourism policies must be integrated with consistent actors or at least actions designed to be consistent (Koliouska and Andreopoulou, 2020). A tourism policy includes an uncertainty associated with selecting appropriate methods for generating scenarios, identifying the indicators used to assess scenarios, evaluating scenarios to prioritize the policy formula, and assessing the impact of policy scenarios (Perveen et al., 2017). There are many factors that can be obstacles to developing the tourism area, such as lack of attractions, demands, local resilience, climate change, and political restrictions (Paunović and Jovanović, 2017). Besides, the issue is to plan a project that emphasizes more on the technical aspect which should be a political issue about regulating all tourism elements towards sustainable tourism development (Aktymbayeva et al., 2021; Rizal et al., 2021).

Planning and policies are closely interrelated in the context of tourism governance (Dredge & Jamal, 2015). Effective governance and management are vital factors in developing a sustainable tourist area (Liu et al., 2019). Tourism governance helps to explore the constituencies of tourism places and focuses on providing direction and boundaries for tourism destinations (Bichler, 2021). Furthermore, the notion of governance has complemented tourism planning, which is not enough or can be replaced by just organizing or coordinating (Volgger et al., 2018).

MATERIAL AND METHODS
This research implements the qualitative approach to map the policy options, the scenarios, and the priority programs for the tourism development in Kedung Ombo sustainably. Collecting data is conducted through the participatory approach that is focus group discussions by involving the participants and informants, which is representative of the local government of Grobogan, Boyolali, and Sragen District, dam management, forestry management, and the local community.

The data are analysed using the policy analysis method with Multipol technic (Multicriteriapolicy). Multipol is the multicriteria evaluation method to test the effectiveness of various policies and actions to the scenario, including

determining the framework from the best options of actions, policies, and scenarios for the project (Panagiotopoulou and Stratigea, 2014; Martelo et al., 2020). The stages of implementing the participatory approach and data analysis based on the Multipole method are shown in Figure 1. The participatory stage results a series of inputs needed in the Multipole analysis method. The inputs include success criteria, alternative programs, policies and scenarios as presented in Table 1.

Table 1. Successful Criteria, Alternative Program Action, Policy and Scenario (Source: Primary Data)

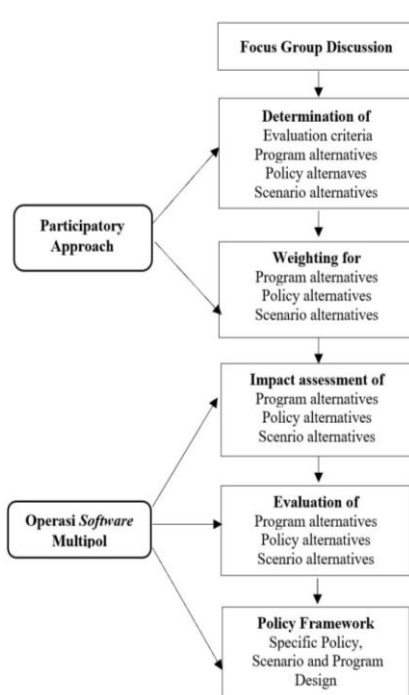| Criteria	Symbol	Program	Symbol	Policy	Symbol	Scenario	Symbol
Increasing tourist attraction	C1	Public facility building program	A1	Tourism development policy	P1	Integrated development scenario	S1
Increasing visitor satisfaction	C2	Tourism facility development program	A2	Infrastructure development policy	P2	Individual development scenario	S2
Increasing the economic activity and entrepreneur	C3	Entrepreneurship education and training program	A3	Institutional development policy	P3		
Increasing the job opportunity for local community	C4	Tourism care development program	A4	Community development policy	P4		
Increasing the economy-social relationship in surrounding area	C5	Security, safety and environmental protection program	A5				
Developing the care community towards tourism	C6	Good governance development program	A6				
Decreasing the environmental damage	C7	Tourist attraction development program	A7				
Protected the main reservoir function	C8	Service quality development program	A8				
Increasing the local revenue and forest multifunction	C9	Communication and information technology development program	A9				
Increased collaboration between local government, Perhutani, and Kedung Ombo management	C10	Marketing and promotion development program	A10				

Figure 2. Program Map Towards Policy

Figure 1. Stages of Determining the Policy Framework Based on the Multipole Method

Figure 3. Closeness of Program Towards Policy

Evaluation criteria are assessment dimensions that can be measured from the various possible options being considered that can be achieved. Evaluation criteria are the basis of any evaluation process to assess the performance of alternative scenarios, policies, and programs involved in the evaluation process. Scenarios are structured future developments in which the goals and objectives set for the system/problem at hand are achieved. Policy is a strategy to achieve the goals and objectives in planning that is closely related to the political, social, economic, and physical context in which the evaluation takes place. Meanwhile, program actions relate to potential interventions aimed at policy implementation (Panagiotopoulou & Stratigea, 2014).

RESULTS AND DISCUSSIONS
Evaluation Program towards Policy

The results of program evaluation towards the policy are shown in Table 2, showing the order of priority programs that are favoured in the tourism development of Kedung Ombo. The priority order is based on the average value and the standard deviation of each program to the policy. From Table 2, it is known the development program of communication and information technology is the most superior program. The finding is appropriate to the condition of the Kedung Ombo area, which is still very lacking in access to information technology. In contrast, the development program of marketing development and promotion is not a priority. Figure 2 is shown the featured programs of each policy. From figure 2, it can be seen that the tourism development policy (P1), the development program of communication and information technology, is the most superior program, while the marketing and promotion development programs are the least favoured. In the infrastructure development policy (P2), the communication and information technology development program is the superior program. In the institutional development policy (P3), the good governance development program (A6) is the flagship program. Meanwhile, in the community development policy (P4), the tourism care community development program (A4) is the superior program.Figure 3 shows the proximity of action programs to the policy. From Figure 3, it is known that the tourism development policy is closely related to public facilities development programs, tourism facilities development programs, tourist attraction development programs, service quality development programs, and marketing and promotion development programs. Meanwhile, infrastructure development policies are closely related to security and safety programs, and communication and information technology development programs. Meanwhile, institutional development policies are closely related to good governance development programs. Furthermore, community development policies are closely related to entrepreneurship education and training programs, and tourism care development programs. The closeness of the policy with the program can be interpreted that to implement a policy, it must be supported by closely related programs.

The Policy Evaluation Towards Scenario

The results of the policy evaluation towards the scenario, are presented in Table 3, that shows the order in which policies are favoured. The tourism development and promotion policy (P1) is the most superior policy, followed by the institutional development policy (P3) as the next leading policy. The next rank is the community development policy (P4), and the infrastructure development policy (P2) is the last leading policy. Figure 4 presents the order of policy advantages in each scenario. It is known that the institutional development policy (P3) is the most superior policy in the integrated development scenario (S1), while the community development policy (P4) is not favoured. In the individual development scenario (S2), the community development policy (P4) is the most featured, while the infrastructure development policy (P2) is not the superior policy. Figure 5 shows that the tourism development policy (P1) is a policy determinant of success in developing tourism in Kedung Ombo. This policy needs to be espoused by institutional development policies (P3) which are in the upper right quadrant, while community development and infrastructure development policies are the supporting policies.

Figure 4. Priority Policy Map Towards Scenario

Table 2. Program Excellence Order
(Source: The Multipol Analysis Results)

Action Program /Policy	Mean	Deviation Standard	Ranking
A1	6	2.1	2
A2	7.8	2	6
A3	8.8	1.5	7
A4	12.5	1.7	9
A5	8.5	0.5	6
A6	11.7	2.3	8
A7	5.3	0.9	4
A8	7.4	1.8	3
A9	13	0.4	10
A10	5.7	1.8	1

Table 3. Order of Policy Excellence
(Source: The Multipole Analysis Results)

Policy/Scenario	Average	Deviation Standard	Ranking
P1	10.8	0.1	4
P2	9.8	1.1	1
P3	10.7	1.7	3
P4	10.3	1.4	2
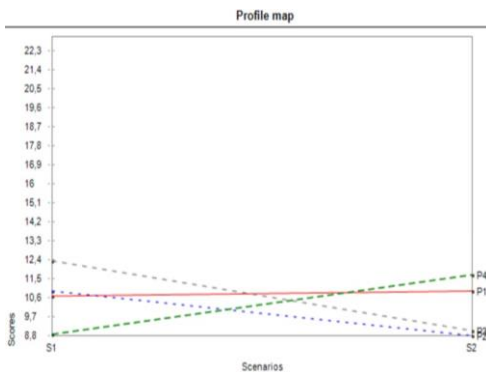
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Figure 6 shows the policy options for each scenario. In the integrated development scenario (S1), the institutional development policy (P3) and the infrastructure development policy (P2) are the superior policies, while in the individual development scenario (S2), tourism development policies and community development are the leading policies.
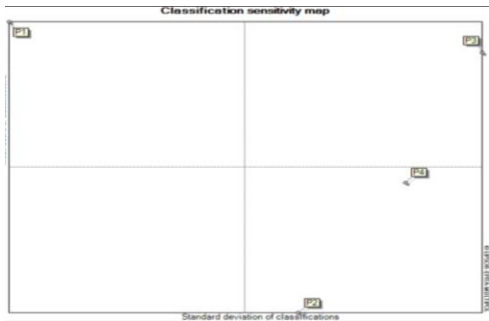

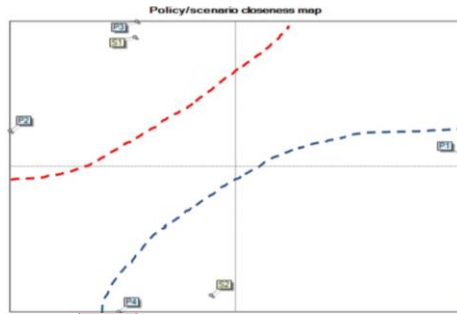Figure 5. Policy Sensitivity Map

Figure 6. Policy Closeness Towards Scenario

Policy Framework for Realizing Kedung Ombo Tourism

The results of the evaluation to program, policy and scenario have been outlined, becoming the basis for determining alternative policy framework which is suitable with implemented tourism development in Kedung Ombo. This policy framework is presented in Figure 7, explaining the policy path for each scenario along with the proposed programs.
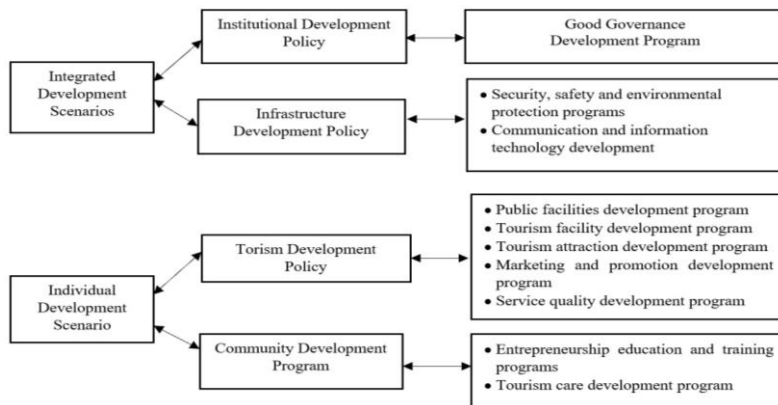

Figure 7. Potential Policy Pathways to Achieving each of the Future Scenarios of Kedung Ombo Tourism

Figure 7 explains the road map to tourism development in Kedung Ombo, started from the scenario choices, policies, and the superior programs. From the figure, it can be known to develop tourism in Kedung Ombo can be chosen two alternative development scenarios which are both integrated and individual scenarios. The integrated scenario combines all stakeholder tourism plans in the integrated system. The integrated scenario describes the collaborative work of local governments, forest and reservoir managers and communities to develop tourism in Kedung Ombo together.

This scenario emphasizes the efforts to connect between various stakeholders and resources to shape tourism multi-purpose. Tourism attractions that can be developed include horse racing, agro tourism, safari parks, golf courses, cable cars to enjoy the view of the Kedung Ombo area from a height, playgrounds, and culinary delights. The integrated scenario is an appropriate alternative if it is supported by the commitment of all stakeholders.

Considering the actors freely assigns their goals and takes a strategic action to achieve the goals (Heger and Rohrbeck, 2012), the individual development scenario can be the alternative tourism development in Kedung Ombo. The individual development scenario is how Kedung Ombo tourism in the future will structurally be developed by each stakeholder separatedly. For example, each district develops their tourist destinations according to the potency of the region. This scenario is adequate relevant reminding there are so many and various interest actors in the Kedung Ombo area that have different goals and missions. As a consequence of this choice, each stakeholder must develop their capacity to provide the necessary resources to improve the infrastructure, tourism facilities and services, community building, and tourism workers.

6

CONCULSION

The emphasis of this paper is on finding a development policy design based on a participatory planning approach in the tourism area of Kedung Ombo. The Multipole method that is used provides the solutions that facilitate the interests of several parties by presenting alternative options scenarios for tourism development along with the required policy directions for the implementation of development and program proposals. The results of the Multipole evaluation point out that the institutional development policy is the best policy in the integrated scenario. The integrated scenario is a development scenario carried out together by all stakeholders in a coordinated manner. This scenario is appropriate to Kisi's statement that one of the indicators of sustainable tourism is cross-border cooperation and stakeholder participation (Kisi, 2019). This scenario directs that all tourism locations and attractions in the Kedung Ombo area are connected. The superior program supporting this scenario is the good governance development which determines the involvement of stakeholders and regulates their respective roles based on coordination. This policy is appropriate to overcome the sectoral ego which has become prominent in a phenomenon involving many actors. In individual scenarios, each stakeholder undertakes their development of potential tourism resources.

In this scenario, tourism development policies and community policies are the leading policies. Priority programs needing to be implemented to follow this policy are programs for building public facilities, developing tourist attractions, developing marketing and promotion programs, developing service quality programs, education and training programs and developing tourism care. Considering the dynamic nature of the environment, the proposed policy framework provides the possibility of decision-making flexibility regarding unforeseen changes in the external environment in the future. Therefore, policy decisions must be prepared to be reoriented based on appropriate policy choices for each situation and environmental attribute in the future. Thus, the sustainable development of Kedung Ombo tourism will be achieved. Finally, the lessons that can be drawn from this study are related to the complex participatory processes and interactions between policies, actions and scenarios in tourism management and planning. As this study can make clear, no single policy has to do with a single program. On the other hand, a multi-policy combination and consideration of various actions or programs suit tourism development under different scenarios.

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8. Bukti Konfirmasi Permintaan Revisi Gambar dan Bukti Revisi Gambar (20 Januari 2022)

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Thank You

Best regards

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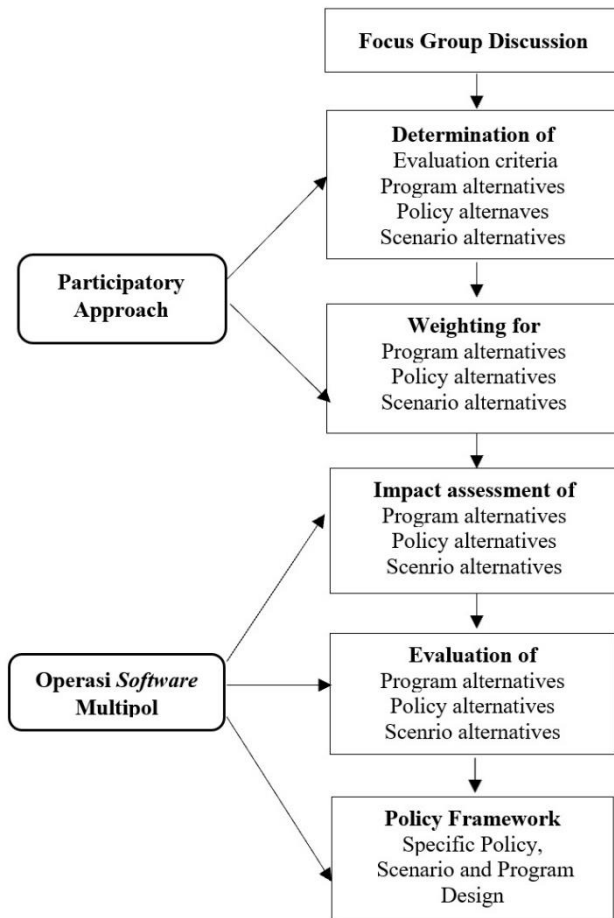
Figure 1. Stages of Determining the Policy Framework Based on the Multipole Method
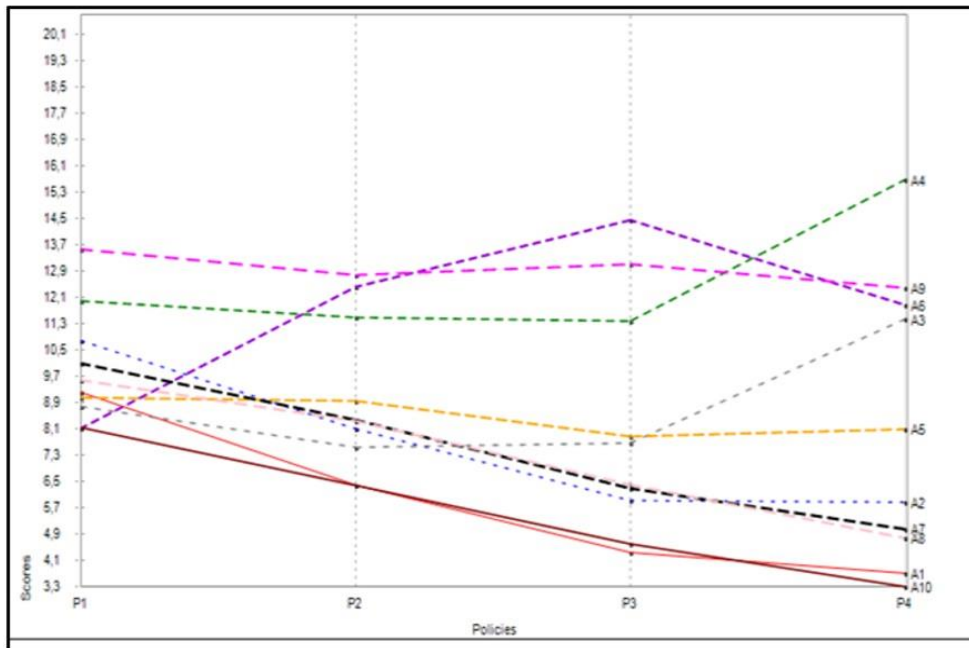
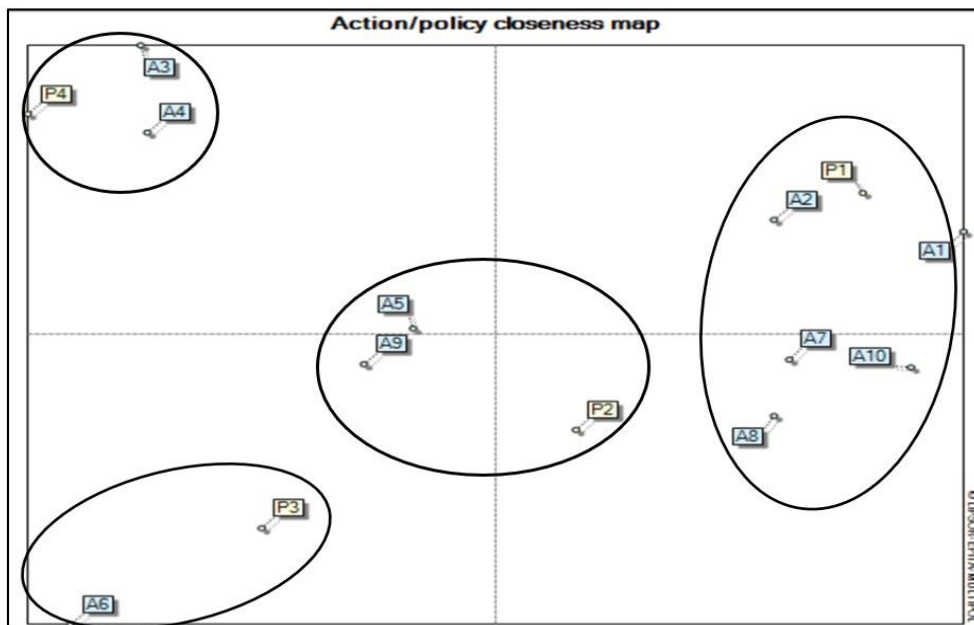Figure 2. Program Map Towards Policy
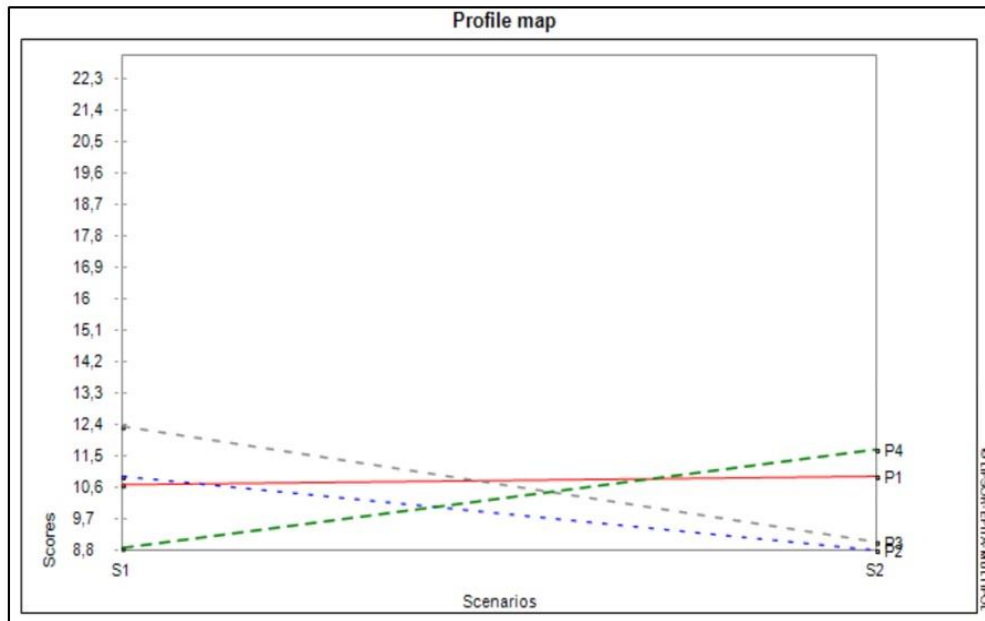

Figure 3. Closeness of Program Towards Policy

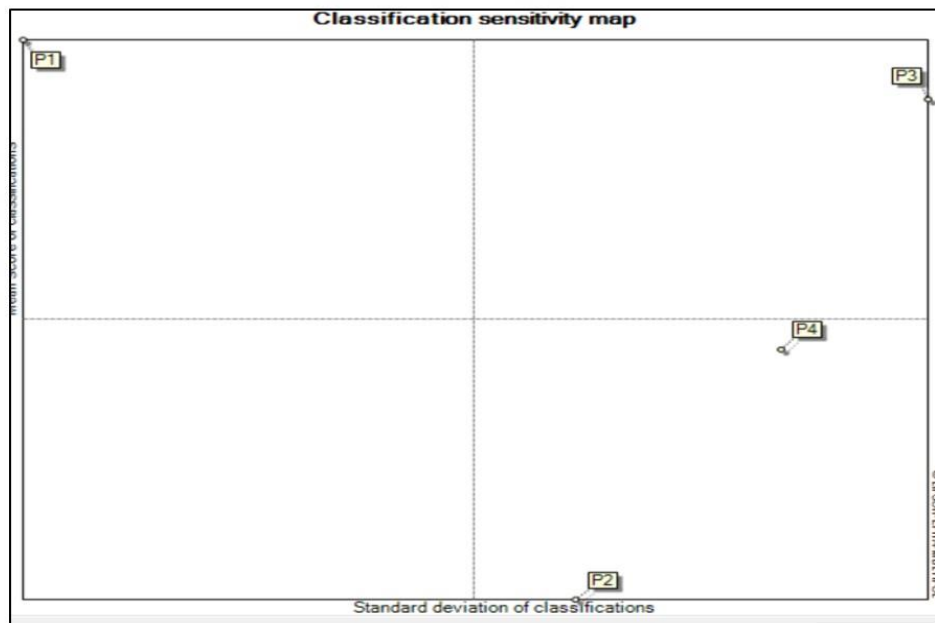Figure 4. Priority Policy Map Towards Scenario
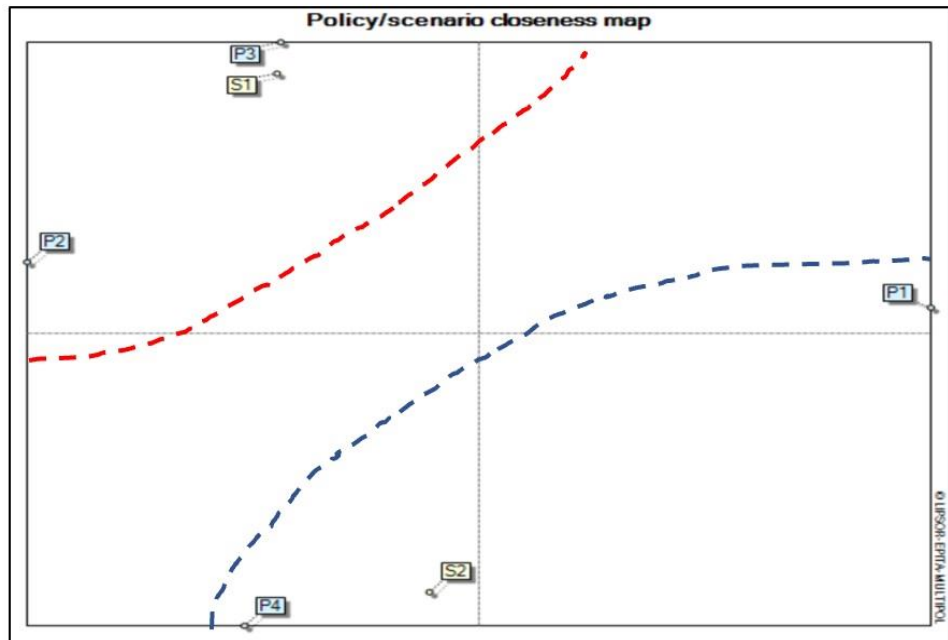

Figure 5. Policy Sensitivity Map

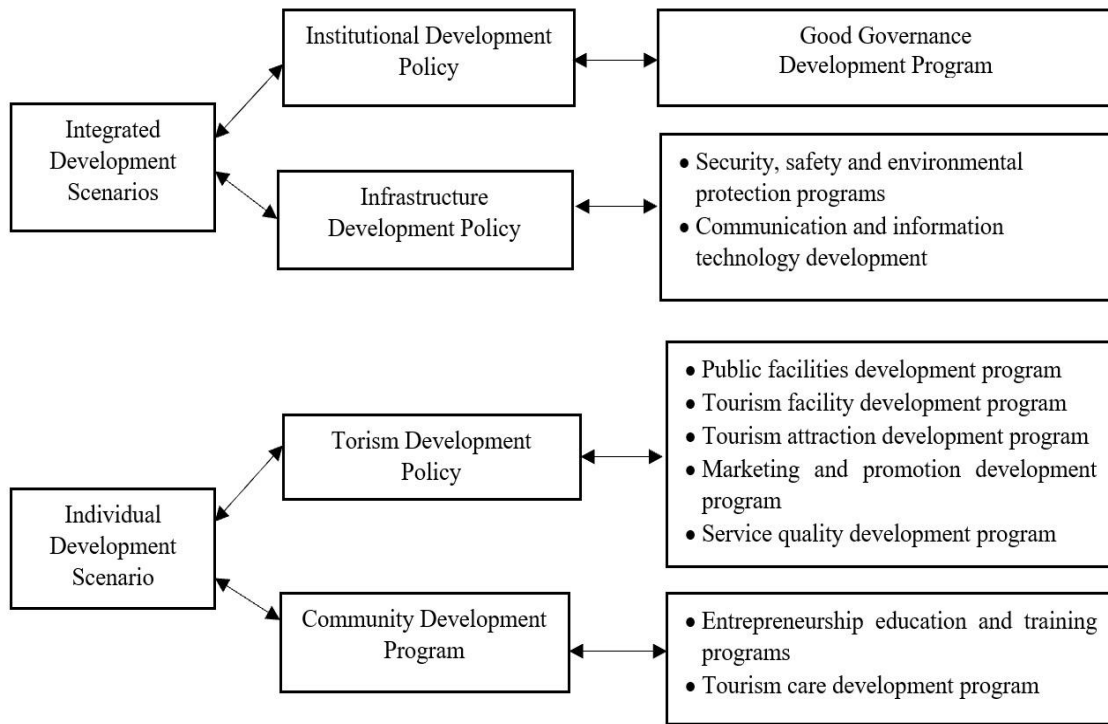Figure 6. Policy Closeness Towards Scenario

Figure 7. Potential Policy Pathways to Achieving each of the Future Scenarios of Kedung Ombo Tourism