

Sustainable Tourism Development in Indonesia: Challenges and Solutions

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Abstract

Tourism is a strategic sector in Indonesia's national development, contributing significantly to economic growth, job creation, and the promotion of cultural identity. However, uncontrolled tourism activities have the potential to lead to environmental degradation, social inequality, the loss of local cultural identity, economic disparities, excessive concentration of tourism in certain destinations, and inconsistencies with the principles of sustainable development. This paper aims to analyze sustainable tourism strategies in Indonesia, emphasizing the integration of economic, social, cultural, and environmental aspects. The approach used in this paper is a literature review, policy analysis, and governance strategy analysis combined with an environmentally conscious tourism development framework. The analysis shows that sustainable tourism development must balance economic, social, and environmental dimensions in accordance with the principles of *sustainable development* (Brundtland Report). Strengthening multi-level governance, implementing the principle of *Free, Prior, and Informed Consent* (FPIC), managing carrying capacity, and empowering local economies are key strategies for creating a sustainable tourism system. Furthermore, the implementation of *Community-Based Tourism* (CBT) and the diversification of tourist destinations outside of core areas are considered capable of expanding economic benefits and reducing ecological pressures. This article emphasizes that the success of Indonesian tourism development depends on collaboration between stakeholders, green fiscal policies, and a commitment to cultural and environmental protection.

Keywords: sustainable tourism, inclusive governance, FPIC, CBT, local economy, environment.

INTRODUCTION

Tourism development can improve a country's economy, UNWTO states that tourism contributes more than 10% to global GDP and creates millions of jobs (UNWTO, 2023). This also takes place in Indonesia, one of the strategic sectors of economic development in Indonesia is through the development of tourism potential, this is in accordance with the condition of Indonesia as an archipelagic country that has a variety of cultures and has uniqueness and attractions for tourists to visit Indonesia. Geographically, the location of Indonesia is crossed by the equator, this makes Indonesia a tropical climate and rich in natural beauty. Beautiful natural conditions and various cultural attractions make Indonesia a country that has very high tourism potential, Indonesia has great potential to become one of the world's main tourist destinations.

The diversity of natural resources, culture, and local traditions are the foundation for tourism development in Indonesia. This tourism development is often carried out in coastal areas with natural beauty and tropical conditions that are popular with international tourists, such as the islands of Bali, Labuan Bajo, Raja Ampat, Batam, and Bintan in the Riau Islands, as well as various other regions. Tourism development in Indonesia is also carried out at sites with ancient relics, historical heritage, arts, and cultural heritage, such as temples. Tourism development in Indonesia is also carried out in areas with strong cultural roots, such as Yogyakarta, Magelang, Bali, Lombok, Kupang, Lake Toba, North

Sulawesi, and other regions with unique customs and cultures, each with its own unique characteristics (Ramadhan & Kusumah, 2022).

The potential for tourism development has an impact on the local natural, social, and cultural environment. The high number of visitors places significant pressure on the natural environment, leading to a decline in environmental quality due to pollution, waste, and the need to meet the needs of people visiting the location. As experts have noted, excessive tourism development has negatively impacted the environment, resources, socio-cultural development, and regional resilience (Wang et al., 2020a)(Wang et al., 2020b)(Saveriades, 2000).

SUSTAINABLE TOURISM DEVELOPMENT

The concept of sustainable development is currently a paradigm in development implementation. Sustainable development is defined as a framework of thought and a perspective that emphasizes a balance between economic growth, environmental sustainability, and social justice in designing and implementing development. Sustainable development stems from a concept put forward by Brundtland in a report by a UN commission entitled “*Our Common Future.*” (Keeble, 1988). The report emphasizes meeting the needs of the present generation without compromising the capabilities of future generations and a balance between economic growth, social inclusion, and environmental sustainability.

Sustainable tourism is defined as tourism that takes into account current and future economic, social, and environmental impacts, and meets the needs of visitors, the industry, the environment, and host communities. UNWTO/UNESCO states that the main principles of sustainable tourism development include: conservation of natural resources, the well-being of local communities, equitable management of economic benefits, and stakeholder involvement in planning (<https://whc.unesco.org/en/glossary/376?utm>). This is also as stated by experts related to sustainable tourism development (Bennett, 2001; Gurung et al., 2024; Lunt & Horsfall, 2014) (Nikolova, 2021b, 2021a). Every tourism development will produce opportunities for economic growth, but tourism development needs to be implemented sustainably so as not to damage the natural, social, and cultural environment and not reduce the best benefits for future generations.

TOURISM DEVELOPMENT IN INDONESIA

The tourism sector in Indonesia contributed nearly 4% to Indonesia’s GDP (Gross Domestic Product) in Q1 2024 as quoted from the Ministry of Tourism and Creative Economy (<https://www.kemenparekraf.go.id, 2024>). This revenue is generally obtained from tourist destinations in Indonesia, namely Bali, Lombok, Labuan Bajo, Raja Ampat for natural tourist destinations, then there are tourist locations in Yogyakarta, Toraja, Bali for cultural tourism destinations, Borobudur, Prambanan for historical tourism destinations and Jakarta, Surabaya for modern tourism destinations. The great potential of this tourism activity can still be developed so that it can provide a source of economic activity that can improve the welfare of citizens in Indonesia.

The development of tourism in Indonesia aims to improve the welfare of the people, and this is even stated in the policy in the form of a law, namely that the natural conditions, flora and fauna, as

well as ancient relics, historical relics, arts and culture owned by the Indonesian people are resources and capital for tourism development to increase the prosperity and welfare of the people (Law No. 10 of 2009, Concerning Tourism).

The potential for tourism development in Indonesia increases economic activity, but this tourism development is not without its challenges. This is because every area developed and becomes a destination for human movement will have an impact on the local natural, social, and cultural environment. The large number of visits has an impact on the natural environment, which causes a decline in environmental quality due to pollution, waste, and the need to meet the needs of people visiting the location. As stated by experts, excessive tourism development has had a negative impact on the environment, resources, socio-cultural, and regional resilience (Wang et al., 2020a)(Wang et al., 2020b)(Saveriades, 2000). Various environmental problems that occur at tourist destinations in Indonesia include:

1. Ecosystem and Biodiversity Degradation

Nature tourism, such as ecotourism and marine tourism, often leads to the degradation of sensitive ecosystems. In Indonesia, **Komodo National Park** and **Raja Ampat** are facing pressure from increasing tourist numbers. Unregulated snorkeling and diving activities cause damage to coral reefs (Hadi et al., 2020). Similarly, resort development in coastal areas often reduces the natural habitat of flora and fauna, exacerbating ecosystem fragmentation (Cole et al., 2016).

2. Water, Air, and Waste Pollution

The tourism sector contributes significantly to emissions, particularly from air transportation. An estimated 8% of global carbon emissions come from tourism activities (Lenzen et al., 2018). In Bali, the increase in tourist numbers has created a plastic waste crisis, with approximately 3,800 tons of plastic waste entering the ocean annually (Jambeck et al., 2015). Furthermore, resorts and hotels in popular destinations tend to discharge wastewater into waterways without proper treatment, accelerating eutrophication and groundwater pollution.

3. Energy and Water Consumption

The hotel industry is highly energy and water-intensive. The average tourist in a five-star hotel consumes 4–5 times more water than the local population (Becken, 2014). In Bali, large-scale hotel developments in the Nusa Dua and Kuta areas have reduced the availability of groundwater for local communities, creating conflicts over resource distribution (Cole, 2012).

4. Changes in Land Use

Tourism expansion drives the conversion of agricultural and forested land into tourist areas. In Lombok, the development of Mandalika as a “super priority” destination has triggered the eviction of agricultural land and changes in coastal ecosystem function (Putra & Hitchcock, 2020). This land-use change not only reduces ecosystem function but also increases vulnerability to natural disasters, such as flooding and erosion.

5. Loss of Local Cultural Identity

Tourism activities bring flows of capital, ideas, and interactions between tourists and local communities. These interactions can provide economic benefits and opportunities for cultural revitalization, but also often result in a commodification process that sometimes disrupts the

sustainability of the culture, such as *the staging of performances* to appear on stages tailored to tourist tastes, which can reduce the originality of the cultural offerings. Furthermore, the replacement of the social function of rituals, which ultimately erodes the original meaning of cultural practices such as the Kecak dance ritual in Bali and others that occur in cultural tourism destinations. Furthermore, cases such as the commercialization of traditional dance, the commercialization of ceremonies, and the transformation of traditional spaces into commercial spaces demonstrate how tourism can threaten local cultural identity (Scott, 2014), (Loulanskia & Loulanski, 2011), (Choe & Mahyuni, 2023), (Nyoman Wijaya et al., 2024), (Wibowo, 2024), (Sutawa, 2012).

6. Inequality in the Distribution of Economic Benefits .

Tourism is a national priority sector for driving economic growth in Indonesia. This sector can also create jobs and increase foreign exchange. On the other hand, the positive contribution of the tourism sector gives rise to significant structural problems, namely **the unequal distribution of economic benefits** between the central and regional governments, between large investors and local communities, and between major tourist areas and buffer zones (Ruggieri & Platania, 2024; Sharpley & Telfer, 2014). This inequality in tourism development creates a development dilemma, where tourism can generate significant income, but financial benefits are often concentrated in certain groups, while local communities, who are part of the tourism ecosystem, receive limited economic benefits.

Most tourism infrastructure, such as star-rated hotels, large restaurants, and tour operators, is owned by investors from outside the region or abroad. As a result, **economic leakage** occurs when the majority of profits are taken outside the tourist destination. For example, in Bali and Labuan Bajo, tourism capital ownership is dominated by large national and foreign companies, while local actors primarily serve as low-wage laborers (Hampton & Jeyacheya, 2020). World Bank data (2021) even states that the level of economic leakage in tourism in Indonesia reaches 40–50% of total tourism revenue, meaning that nearly half of the income generated by this sector does not benefit the local community (World Bank, 2017).

Furthermore, local MSMEs sometimes struggle to access capital, technology, and adequate distribution networks to compete in the supply chain for tourism activities. Large hotels and travel agencies tend to purchase products from large suppliers to maintain quality standards, resulting in limited local product uptake. As a result, **local economic opportunities** remain weak despite the growth of tourism in the region (Ruggieri, 2016; Sharpley & Telfer, 2014). For example, in Yogyakarta, many traditional batik artisans are unable to enter the mainstream tourism market because distribution is controlled by large collectors or souvenir shops owned by investors from outside the region (T. Keban, 2020).

In Indonesia, the impacts of tourism activities mentioned above are even more severe and complex because tourism development in Indonesia relies on mass tourism activities concentrated in certain areas. This results in high environmental pressure in the tourist destinations where these activities are concentrated, which can be described as *overtourism* or *overconcentration of tourism* in certain areas within the tourism destination. For example, tourism on the island of Bali is concentrated in Denpasar City, Badung Regency, and Gianyar Regency, despite the island's potential for development in seven

other regencies. This also occurs in East Nusa Tenggara Province, where tourism is concentrated in the Labuhan Bajo area.

The development of tourism in Indonesia has caused pressure on natural resources which are the main capital for tourist attractions, resulting in ecosystem degradation, pollution and changes in land use patterns. This is a major challenge that must be managed so that tourism remains in line with the principles of sustainable development (Becken, 2014).

SUSTAINABLE TOURISM DEVELOPMENT SOLUTIONS IN INDONESIA

Various tourism development issues occurring in Indonesia, such as environmental degradation, loss of cultural identity, inequality in economic benefits, and *over-concentrated tourism*, cannot be resolved by a single intervention. A series of integrated policies is needed: multi-actor governance (multi-level governance), carrying capacity management (carrying capacity & zoning), local economic empowerment (linkages & benefit-sharing), green infrastructure & waste management, cultural protection (participatory rights & regulation), as well as data-monitoring systems and fiscal instruments. The approach must be adaptive, evidence-based, and ensure local community participation (Bramwell & Lane, 2011).

1. Strengthening Multi-Level Governance and Coordination (Governance)

Various tourism policy failures arise from institutional fragmentation between the central government, regional governments, the private sector, MSMEs, and community-representative institutions, compounded by weak coordination among all stakeholders. Strong governance improves accountability, synchronizes spatial plans, and implements sustainability standards (Bramwell & Lane, 2011).

Efforts that can be made to address the multi-actor governance issue include establishing a cross-actor coordination forum for each priority destination, comprising the central government, local governments, business associations, MSMEs, community/indigenous representatives, conservation NGOs, and all stakeholders involved. Furthermore, efforts can be made by implementing a Destination Management Plan, which is mandatory for destinations with high tourist visits. Environmental, social, and economic oversight is required, and this can be achieved by strengthening the capacity of local governments in licensing, environmental audits, and regulatory enforcement (Bramwell & Lane, 2011) (Supriadi, 2025).

2. Carrying Capacity Management, Zoning, and Visit Quota

Regarding the carrying capacity of sustainable tourism development, it is necessary to determine ecological and social capacity to prevent *over-concentrated tourism* and damage to tourism resources (Butler, 1980; Meyer-Arendt, 1985; Saveriades, 2000). This can be done by conducting ecological and social-based carrying capacity studies for sensitive areas (coral reefs, heritage sites) and areas that are sensitive to natural environmental damage due to excessive visitors. Furthermore, strict zoning for conservation areas and controlled tourism is implemented. This requires a separation between conservation areas and commercial areas. The implementation of strict zoning for conservation areas can be supported by digital technology in the form of procedures or quota/slot booking mechanisms for access to vulnerable sites (e.g., Komodo Island, Borobudur Temple). For supervision, real-time monitoring systems in the form of smart sensors, mobile positioning,

and even simple technology such as monitoring visitor flow with CCTV cameras can be used to control the number of visitors according to a safe quota for the sustainability of the tourism zoning (Butler, 1980; Milano et al., 2019).

3. Protection and Strengthening of Cultural Identity through Participation and Regulation

To prevent commodification that destroys cultural meaning, communities must have the right to cultural representation and receive economic benefits from the use of their culture (Scott, 2014) (Asia & Publications, 2017). Steps that can be taken include implementing the principle of Free, Prior and Informed Consent (FPIC), namely a collective right of indigenous peoples or local communities to give their consent freely, prior to and after adequate information before the commencement of any activity or project that may affect their lands, resources, culture, or livelihoods in this case including tourism activities, this principle is in accordance with. In the context of sustainable and community-based tourism, FPIC is an ethical and legal principle that guarantees the right of local communities to determine for themselves whether or not they want to be involved in a tourism project, as well as how the project will be implemented in their area, this principle follows United Nations Declaration on the Rights of Indigenous Peoples guideline (Fitzmaurice, 2015). Furthermore, these principles need to be formulated in the form of regulations on ethical standards for performances and the distribution of benefits to cultural communities. Furthermore, cultural education programs for the younger generation need to be developed to maintain ritual values, in addition to performing for tourism purposes.

4. Empowering Local Economies & Strengthening Value Chains for Local Economies

Efforts to reduce economic inequality in tourism activities require policies to increase the involvement of MSMEs and local suppliers in the value chain of tourism activities (Gallego et al., 2025) (Kollmeyer, nd). This effort can be done by creating a **local procurement clause policy** or requiring quotas for entrepreneurs or suppliers of tourism needs with large capital to collaborate with MSMEs or the local economy through a certain percentage to meet the needs of tourism activities in their respective regions. Furthermore, facilitate access to microfinance and conditional credit schemes for tourism MSMEs; encourage partnerships between hotels/operators with local cooperatives, in addition to the need for management training programs, digital marketing, and quality standards (HACCP, hygiene) for local business actors (Ummah, 2019) (World Bank, 2017) (Gallego et al., 2025).

5. Fiscal & Financing Instruments for Sustainability

For the sustainability of the natural environment developed for tourism activities, fiscal instruments are needed that can internalize environmental costs and finance conservation and community empowerment. This effort can be implemented through cost policies in the form of *green taxes, conservation fees* for visitors who come (Bramwell & Lane, 2011). The steps that can be taken are to implement tax costs for conservation, the use of this tax must be implemented transparently and can be accounted for according to applicable regulations. Tax incentive schemes for environmentally friendly investments (green buildings, waste processing) and penalties for environmental violations. Furthermore, to monitor the use of these taxes, their use must be reported to the public for transparent accountability (Hildebrandt, 2018). (World Bank, 2017).

6. Green Infrastructure Investment and Waste Management

Efforts to mitigate pollution, water/energy consumption, and waste from meeting tourism accommodation needs require sustainable infrastructure (Becken, 2014) . This infrastructure is needed starting from tourist travel accommodation to tourist destinations, accommodation, food, drink, health needs to fulfill religious needs in the form of places of worship for tourists. This effort can be implemented by standardizing wastewater management and waste processing for all accommodations, environmental certification is required for hotels so that all accommodation providers process waste according to regulations. Investment in clean water networks, recycling systems, and destination-scale solid waste processing to standardize clean water needs. In addition, campaigns are needed to reduce single-use plastics for tourists and tourism accommodation providers and incentives to reduce emissions for tourist transportation such as the use of electric vehicles (Becken, 2014; Graci & Washbrook, 2024) .

7. Community-Based Tourism Development (CBT) as an Inclusive Strategy

Tourism development in Indonesia is largely driven by large capital owners, thus depriving communities with potential or the owners of tourist attractions of access to participate in tourism activities and opportunities to improve their economies. Therefore, the development of community-based tourism, known globally as Community-Based Tourism (CBT), can increase local control over tourism resources and the distribution of benefits, strengthening socio-economic sustainability (Jackson, 2025) .

Efforts can be made by creating a CBT pilot program in buffer destinations using a local cooperative model, technical assistance, and market access facilitated by the local government. Then, integrate CBT into the national promotion strategy so that community products are not marginalized (Jackson, 2025) . Guarantees of digital market access (local tourism marketplaces) and local product certification can also be implemented so that community-based tourism access and standards can continue to meet tourist needs according to global standards.

8. Diversification of Destinations and Marketing Arrangements to Reduce Concentration

Tourism development in Indonesia relies on mass tourism, attracting large numbers of tourists to destinations with popular tourist potential, both international and domestic, such as Yogyakarta, Bali, Lombok, and other regions. This mass tourism development results in concentrated visits to a single destination, while neighboring areas do not benefit from these activities, even though they are within the same region . This leads to *overconcentration of tourism* , which puts significant pressure on tourist destinations. Diversification from primary tourist destinations to alternative destinations reduces environmental pressure and expands economic benefits (Ruggieri, 2016; Sharpley & Telfer, 2014; UNWTO, 2025) . Therefore, diversification of tourist destinations is a logical effort to reduce environmental pressure and equalize opportunities for economic development in alternative tourist destinations.

Efforts that can be made include segmented marketing strategies to promote alternative destinations (regional packages), development of special tourism products (agro-tourism, health

tourism, educational tourism) in buffer districts and investment in targeted transportation infrastructure to new destinations with carrying capacity analysis (Sharpley & Telfer, 2014) (El Archi et al., 2024).

Effective solutions require more than just technical regulations, but a combination of fiscal policy, spatial planning regulations, socio-economic empowerment, and data-driven green infrastructure investment. The keys to success are active community participation, accountability for fund use, and evidence-based decision-making. With inclusive and adaptive policy design, tourism can become an engine of equitable and sustainable development for Indonesia.

CONCLUSION

Indonesia's natural conditions, flora, and fauna, as well as its ancient, historical, artistic, and cultural heritage, are resources and capital for tourism development to increase the prosperity and well-being of the people. Tourism development in Indonesia sometimes faces negative impacts in the form of environmental degradation and cultural degradation, social disparities, and economic inequality when tourism development fails to consider the preservation of the natural environment, social environment, culture, and community well-being. Therefore, a strategy for sustainable tourism development that aligns with the concept of sustainable tourism is needed to balance economic benefits with environmental sustainability and social well-being.

Tourism development in Indonesia needs to be carried out sustainably, in accordance with the current development paradigm, which emphasizes a balance between economic growth, environmental sustainability, cultural preservation, and social justice. Tourism development in Indonesia must also be carried out without sacrificing the needs and capabilities of future generations.

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