

# Evaluation of Tourism Policies Towards Sustainable Development

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## Abstract

Indonesia has the potential of natural resources for tourism development. One of the natural resources that the government continues to develop in Indonesia is the Lake Toba tourist attraction. The level of tourism visits at Lake Toba tourist destinations in Indonesia in recent years is low. Policies designed to provide a socially inclusive and ecologically sound tourism framework are weak in encouraging local wisdom-based tourism in the tourist destinations of Lake Toba, North Sumatera, Indonesia. Local wisdom-based government policies are essential and strategic because they can trigger an increase in the quality of tourism in Lake Toba. Government regulations and policies that show concern for local wisdom for the Lake Toba area in North Sumatera, Indonesia, can support and guide community involvement. The results of this research can help evaluate policy documents at other well-known tourist destinations.

**Keywords:** lake toba, local, policies, tourism, wisdom

## 1. Introduction

Lake Toba is one of the super-priority destinations set by the Indonesian Ministry of Tourism and Creative Economy. The North Sumatera tourist icon was chosen, of course, not without reason. The Indonesian Government has seen tourism in Lake Toba as an industry that can provide much-needed economic benefits for the seven districts surrounding the lake. There are 7 districts that surround Lake Toba, namely Dairi, Karo, North Tapanuli, Humbang Hasundutan, Simalungun, Toba Samosir, and Samosir districts. The seven governments of the district and their people have a distinctive culture and social life. Culture becomes social capital, means, and infrastructure for livelihoods that binds unity and unity, as well as the defense and security of local communities in each district around Lake Toba's tourist destination. The community's social life as farmers and fishers has also become a culture that cannot be separated from local communities. Facts about culture and unique social life are local wisdom that must be developed to increase tourism in the Lake Toba area of North Sumatera, Indonesia. The Government must plan tourism on Lake Toba in a sustainable manner. Sustainable tourism development will support self-reliance and community empowerment in 7 districts around Lake Toba. Today, the Indonesian Government continues to design policies that reflect sustainable tourism as a global standard. The correct procedures must apply local wisdom, community participation, empowerment, transparency, justice, equity, and equality. These concepts are integrated into national regulations and development strategies (Yanes, Zielinski, Diaz Cano, & Kim, 2019). Understanding local communities in social life is local wisdom inherent in tourist destinations in the Lake Toba area of North Sumatera, Indonesia. It is integrated into destination competitiveness and sustainable development—the principles of destination competitiveness and sustainable development guide critical discussions about tourism in tourist objects. Even though the tourist attraction has excellent potential, tourism development will still be hindered by various problems such as the image of the destination, infrastructure development, workforce training, and education, quality management, and sustainable management (Andrades & Dimanche, 2017). Sustainable management will be created by developing an integrated institutional system to empower the local wisdom values of the community. The development of an institutional system based on community understanding will contribute to expanding information and improving the production process as a supporting capacity. Tourism policy documents must comply with these principles. Tourism policy is effective when there are mechanisms that facilitate or ensure adherence to these principles. Policies will fail if the community weakens its authority as a tourism actor. In fact, in most cases, even if a tourist attraction has potential, policies, plans or programs do not

provide a sufficient basis for the importance of community involvement (Tosun, 2000). The government develops tourism by creating public policies connected with problems or controversies (Sugiyarto, Blake & Sinclair, 2003). Public policies highlight the facts of tourism, which must be formed within the framework of procedures determined by stakeholders to resolve specific problems. This public policy does not involve non-government stakeholders because the substance of the guidelines is public. If policies, plans, or programs do not provide a sufficient basis for meaningful local wisdom, they can be considered ineffective (Elliott, 2020). Local wisdom as the basis for determining policies can be the values of life, regulations, and ethics that guide individual and social behavior, understanding and logic of thinking, as well as technical instruments to meet the needs of daily life in a sustainable manner (Zhu, Rooney, & Phillips, 2016). Local wisdom develops tourism through field observation of natural facts, experiences of visitors and local communities, continuous adaptation, remembered and communicate verbally, and is passed down continuously to the next generation (Ting-Toomey, Dorjee, 2018). The characteristic of a society that lives in a particular locality becomes an essential potential in a tourist attraction. The involvement of local communities is an essential resource in realizing the implementation of tourism policies based on local wisdom. This tourism policy directs the people to understand, respect, and fulfill the regulatory framework so that the conditions that occur will guarantee and establish their legitimacy. Policies and regulations must be developed to create the real possibility that local people can significantly determine their benefits from tourism (Laffont, 2005). Until now, the tourism policy-making process has focused on evaluating the results of the visiting arrivals level, which has only resulted in policy documents. The government needs to systematically examine local wisdom that influences tourism policy (Liu, Tzeng & Lee, 2012). There are significant gaps in the framework that proposes general criteria for evaluating tourism policy documents. As a result, studies to evaluate and compare the success of tourism policy documents in achieving specific objectives are scarce. Therefore, this paper aims to analyze tourism policies, tourism development policies and analyze the ideal policy model in developing tourism in the Lake Toba region of North Sumatra, Indonesia. This paper will create a tourism implementation diagram to evaluate tourism regulatory documents in Indonesia in general based on the factors that facilitate and hinder local wisdom initiatives for tourism policy. The role of this tourism implementation diagram is to evaluate the compliance of tourism policy documents with the success criteria for developing local wisdom for increasing tourism. The proposed tourism implementation diagram can evaluate, compare and design policies based on local wisdom for sustainable tourism development.

### *1.1 Tourism Policy*

The world of tourism is growing into a global business world because it is related to developing a major industrial economy towards growing prosperity through the revolution of holiday travel and information technology. The tourism sector is crucial because it acts as a mechanism for economic development. Tourism is a multifaceted product. This includes accommodation, transportation, restaurants, shopping facilities, attractions, entertainment, public infrastructure support, and publishing the way of life of the host community on tourist attractions. So, the essence of the success of tourism development is a partnership between various stakeholders in tourism activities to meet the needs of providing a balance of facilities—partnerships between various stakeholders in tourism activities to meet visitor demand sustainably. The tourism sector does not control all the factors that make up the attractiveness of a destination. Options related to tourism planning should be considered at the highest level of government and an appropriate public administration framework so that their impact on the welfare of the host population is sufficiently large (Murphy, 1995). The local community as the host is one of the actors who has significant involvement in understanding sustainable tourism management. Local wisdom-based tourism initiatives will contribute to the resilience of small-scale entrepreneurial tourism businesses in an unpredictable period in the tourism enhancement business. The resilience of the tourism business is related to the sustainable growth and consumption of tourism. In sustainable tourism, "the belief that all problems can be resolved by exerting greater efforts and demanding greater efficiency in the status quo of growth and consumption of sustainable tourism, requires challenges" (Milano, Novelli & Cheer, 2019). For example, the impact of arrival excessive tourism can result in further inequalities and the renewal of class skirmishes. Never before has implications for local communities. Popular tourism cities are becoming more vulnerable to global capital flows that address local tourism management responses. Management and planning operating in isolation cannot satisfactorily address concerns. Related to tourism without a profound paradigm shift to the underlying structures for the political economy of global tourism. The political economy of global tourism should exist as an additional foundation in development policies. These policies can help identify other foundations on which to build a strategy for resilience in tourism development. Failure in tourism development to improve the economy will affect political stability. Even the corruption committed by the Government also affects the competitive ability of tourist destinations in suburban tourist destinations. The emergence of various risks such as terrorism, natural disasters, or the virus outbreak is forcing tourism specialists and policymakers to rethink their policies and their marketing

tactics. Post-disaster marketing has emerged as a legitimate option for revitalizing tourist destinations that have been lost due to disasters or other major threats. Policymakers must recognize the reconstructive nature of tourism, accelerating the post-disaster recovery timeframe and enabling investors to help the devastated local economy (Seraphin & Korstanje, 2021). The study of tourism policy based on local wisdom requires collective action from a group of people. The community group is part of the community that decides to participate in, or jointly develop, the small to the medium-scale local tourism industry. Local wisdom is a critical concept in developing tourism which has social, cultural, and natural strengths. Local people need to act voluntarily in facing opportunities and responsibilities as local people. The Government, which acts as a policymaker, responds to external decisions that impact a person's life and collaborative work on joint problems (Dredge & Jamal, 2015). The Government has an essential role in fostering tourism life to promote 'regional development.' The suitable promotion mechanism through the creation of links between advanced and underdeveloped economic sectors. These economic sectors are agriculture and small industry. Attention to this sector will generate benefits for the Government, transnational corporations, and entrepreneurial elites and can even improve the conditions of poor rural residents in tourist areas. In the process, the Government must implement a Planned Tourism Development program. The Planned Tourism Development Program will stimulate balanced regional development. However, in its implementation, it must analyze the role of the planned Tourism program to strengthen existing relationships of domination and subordination to produce new patterns of uneven development and injustice (Torres & Momsen, 2005). This program does not necessarily guarantee benefits for local communities. However, tourism development based on local wisdom provides a real possibility to find similarities that are relatively equal to other stakeholders in deciding tourism development goals that benefit local communities (Cairney, 2016). The limited community supporting tourism will influence the significant development decisions and outcomes (Lee, 2013). In developing tourism based on local wisdom, government control with local communities becomes very strong in its management and development (Farhan & Anwar, 2016). In management and development, local people receive direct financial benefits (Saarinen, 2010). Local wisdom that exposes the social, cultural, and natural potential of tourism objects will encourage the role of people who have direct control or ownership (McKercher & Du Cros, 2002). The concept of tourism based on local wisdom is centered on providing low-level employment for local communities (Ramdiah, Abidinsyah, Royani, Husamah & Fauzi, 2020). Thus, tourism development based on local wisdom is different from conventional tourism policies. Tourism based on local wisdom is more likely to maximize the desired social and economic outcomes (Liu, 2003). Tourism development based on local wisdom is not easily decided by the government and local communities to be implemented. This process situation requires recognition from substantial, multidimensional stakeholders. In many instances, many stakeholders dominate tourism life and activities to benefit specific individuals or groups. The issue of power relations is significant for tourism development based on local wisdom to be sustainable (Lyon, Hunter-Jones & Warnaby, 2017). Power relations are also an inseparable characteristic of understanding tourism policy design. Policy formulation is influenced by various actors, participant characteristics, authority, power, and how they handle and control each other to affect the outcome (Rowe & Frewer, 2000). All policymaking can be considered political because of the excessive use of government authority. This occurs due to the involvement of many actors representing various interests (Koontz, 2005). The government and local communities must develop tourism by maintaining a balance between the strong and the powerless, not only in terms of economic, psychological, and social strength but also political power, to encourage the implementation of local wisdom in tourism development and its influence for the prosperity of local communities (Sofield, 2003). Tourism development based on local wisdom needs to be achieved through partnership arrangements with community stakeholders. Tourism development actors and the way they relate to each other influence policy perceptions formed through negotiation of interests and communication of understanding (Siakwah, Musavengane & Leonard, 2020). Policies can be shaped and renegotiated with affected local communities (Hill & Hupe, 2002). The tourism policy that is formed will be able to increase its legitimacy. In implementing this tourism policy, communication and negotiation will lead to a new round of policymaking (Weed, 2003). The implications of this debate impact the form of the following actor-network and will even encourage strategic learning. In some cases, the implementation of tourism policies will affect the balance of power among the stakeholders (Dredge, 2006).

### *1.2 Inclusive Tourism Development*

One of the criticisms of tourism in social science discourse has to do with its exclusivity. Tourism is considered to provide opportunities for the privileged middle and upper class to travel and enjoy recreational activities. This assumption gives the perception that tourism only creates profits, especially for large companies, and creates exclusive pockets for the rich. In contrast, development opportunities related to tourism are not open to the poor and marginalized. The validity of this criticism can encourage research towards the concept of inclusive tourism development that can help tourism actors think constructively and critically about ways to approach tourism to

provide holistic benefits and lead to more equitable and sustainable outcomes. The concept of inclusive tourism is described in elements, namely (Scheyvens, Biddulph, 2018): (1) Overcoming barriers to disadvantaged communities to access tourism as producers or consumers; (2) facilitate the self-representation of the community in tourist objects which are marginalized or oppressed, so that social life in tourist objects can be told and community culture in tourist destinations is represented in a meaningful way according to the context of the community; (3) Opposing dominant power relations; (4) Extending the reach of the general public who contribute to decision making on tourism development; (5) Provide opportunities for new tourist objects to be on the tourism map; (6) Encourage learning, exchanges and mutually beneficial relationships to promote understanding and respect between 'hosts' and 'guests' Initiatives to make tourism more inclusive can be seen as efforts to improve the quality of human interaction. In addition, inclusive tourism development will ensure that tourism benefits communities who have previously been excluded from or marginalized from economic development programs. Tourism in 7 districts around Lake Toba must be built based on inclusive tourism to be sustainable. This is related to the Indonesia Republic of Law No. 10 of 2009 paragraph 2 concerning tourism which states that tourism management must be a business. Tourism as a business must determine that every effort made on tourist objects can apply the principles of benefit, kinship, fairness and equality, balance, independence, sustainability, participatory, sustainable, democratic, equality and unity.

## 2. Method

In completing this paper, the researcher used a qualitative method. Researchers observe the state of natural, social, and cultural characteristics because this method is considered to obtain more in-depth data about the local culture and facts inherent in the tourist destination of Lake Toba and the districts surrounding it. Identify local facts of Lake Toba tourist destinations and seven surrounding districts to create a framework capable of evaluating tourism policy documents. Monitoring from the point of view of the ability of public policies to develop tourism in the Lake Toba area in Sumatra, Indonesia. This policy identification process is an evaluation criterion based on factors to facilitate and develop tourism based on local wisdom. Policies are designed to solve tourism problems that have a significant impact on society. Local people must know and accept policies that will affect their lives to legalize these policies. Researchers carried out descriptive observations for existing policy documents. Researchers observe real problems and supporting factors regarding social, cultural, and natural facts in the content of tourism policy documents. Then, the researchers analyzed these facts with policy theory, ecotourism, local wisdom, and cases of potential destinations that succeeded in developing tourism based on local facts attached to tourist objects. The researcher identifies areas that have community influence in creating the distinctiveness of a thriving tourist attraction case. Livelihoods and economic activities of the community are local facts that can attract visitors from various regions. Researchers also identified community-based management that drives the success of tourism development in the case studies. In addition, the case study has a management organization that encourages the abundance of resources to support tourism activities.

## 3. Results

Law No.10 / 2009; Republic of Indonesia Government Regulation No. 50/2011 concerning the 2010-2025 National Tourism Development Master Plan and the Regulation of the Minister of Tourism of the Republic of Indonesia No.14 / 2016 concerning Guidelines for Sustainable Tourism Destinations have some similarities in several parts. These laws have sustainability in tourism, community empowerment, and environmental preservation around tourist objects. Based on respondents' information, all sub-districts in seven districts around the Lake Toba area stated that implementing this policy was through the socialization of various social media and a collection of social organizations. All local communities must participate in disseminating the policy. The distribution system states that the Government must accommodate the political process or decision making regarding norms and guidelines. The form of regulation in the government bureaucratic process implements the distribution of tourism policies. The fact is the importance of the distribution of systems which states that the Government must have the ability to accommodate the political process or decision making regarding norms and guidelines so that they can be implemented in the form of regulations in the government bureaucratic process (Andriotis, 2001). In Indonesia, Republic Government Regulation No. 50/2011 concerning the National Tourism Development Master Plan for 2010-2025 article 10 paragraph 2 states that one of the national tourism strategic areas' criteria must be supported by local communities (Figure 1). Policies planned and implemented by the government must have a substance that is beneficial to the government and society in the seven districts around the Lake Toba area. Tourism policies that benefit local communities will give local people the confidence to trust government decisions fully. Public trust in all government decisions makes implementing (implementing) procedures more readily accepted by the community for the tourism development process. Society is one of the essential stakeholders that can promote the tourism industry in an

area. Public awareness of the policies implemented by the government is needed. The approach is the crucial basis for developing a tourism destination. The government must understand this fact as local wisdom to build tourism so that local people can understand and comply with the policies implemented by the government in various ways. Government policies aimed at developing tourism areas consist of multiple fields. One of them is land acquisition to construct services such as docks, tourism service centers, etc. This kind of development requires the care of the surrounding community to assist the government in increasing the comfort of tourists in tourist destinations (Figure 2).

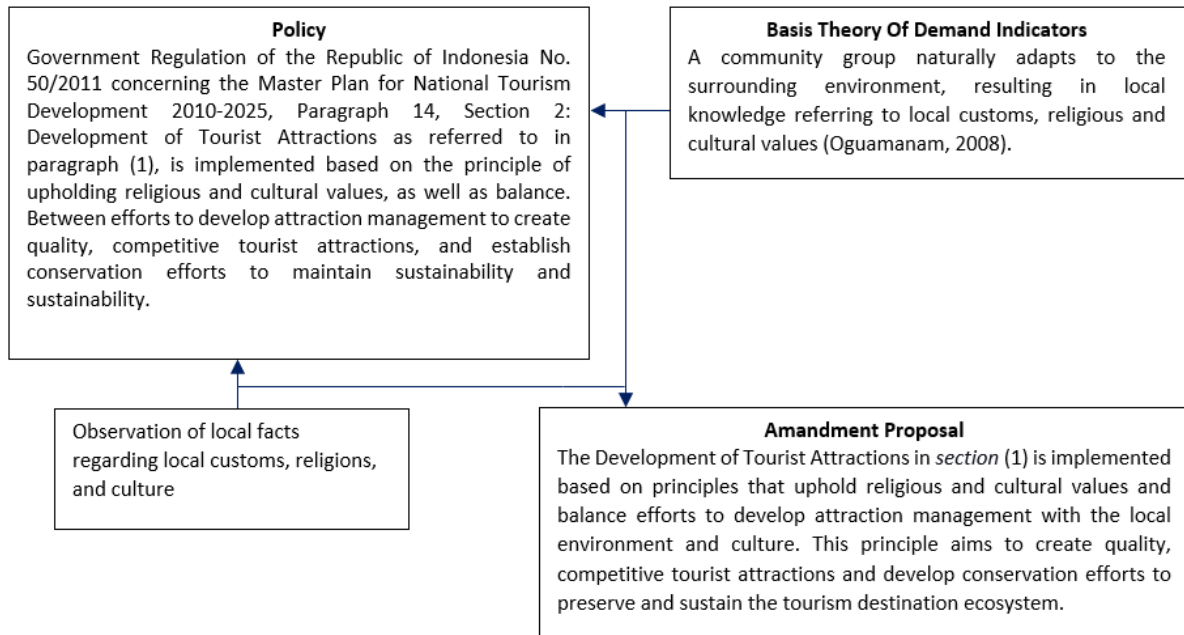


Figure 1. Analysis of tourism development policy based on local wisdom in Indonesia

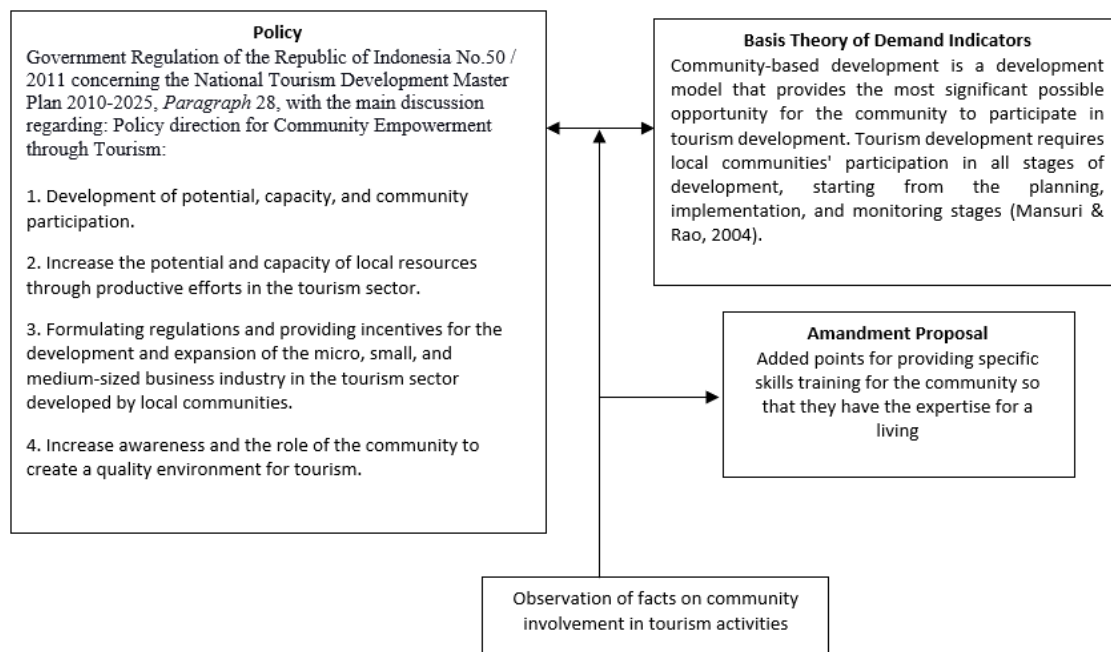


Figure 2. Review of government policy on empowerment of local communities in the development of tourism destinations in Indonesia

In the interview results, there are always pros and cons to the implementation of government policies. Communities in seven districts in the Lake Toba area can accept it because socialization promotes tourism, which will lead to improving the standard of living of local communities. Several people indirectly reject the government in enforcing policies. Community refusal related to land acquisition because the government sold land at high prices but bought from local people at low prices. The government as the holder of power, must pay special attention to the implementation of these policies, as written in Law No.10 / 2009, **Paragraph 5** point b, which states that "tourism is carried out with the principle of upholding human rights, cultural diversity, and local wisdom." The policies formed must contain local wisdom elements so that people in the seven districts around the Lake Toba area feel comfortable and obey the applicable guidelines. One way to foster community awareness is by conducting socialization that provides understanding and understanding of the community. The socialization can be carried out through various media, starting from the central government to local governments in stages. The government coordinates the socialization with a harmonious method so that it does not confuse the part of the community. Local wisdom is an essential element that the government needs to pay attention to in developing tourism destinations. Local wisdom is not only related to local social and culture but also related to environmental preservation (Figure 3).

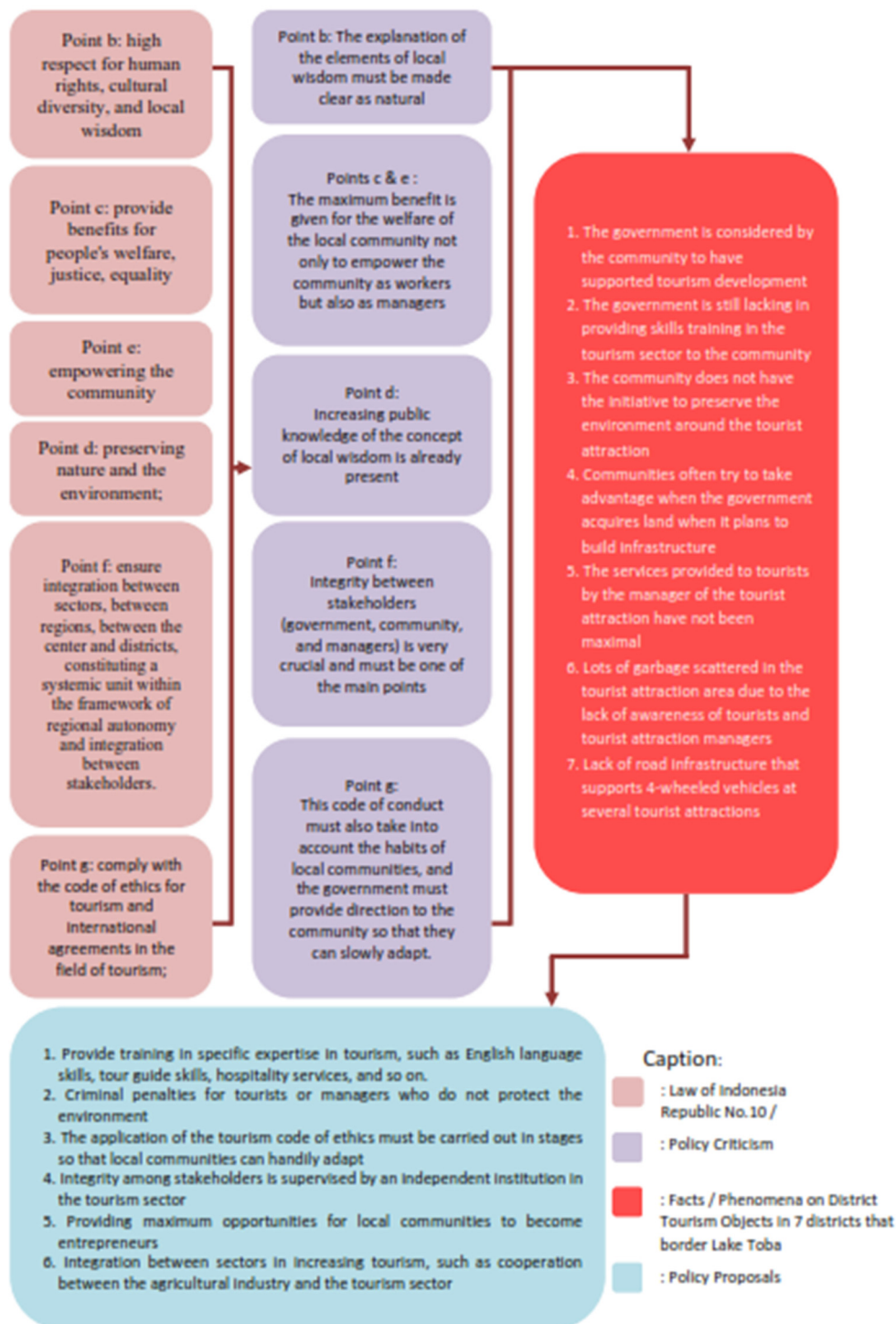


Figure 3. Local wisdom-based tourism policy study

The government in tourism policy has determined matters relating to environmental preservation in tourism destination areas. Regulation of the Minister of Tourism of the Republic of Indonesia No.14 / 2016 concerning Guidelines for Sustainable Tourism Destinations article 3 describes the scope of guidelines for sustainable tourism destinations. Point (d) illustrates the environmental conservation of a tourism destination. This regulation requires all stakeholders to protect and preserve the environment. The development of the tourism industry in seven districts

around the Lake Toba area requires cooperation between many stakeholders to maintain a sustainable environmental quality and give an excellent impression to tourists. If environmental sustainability continues to increase, the level of sustainability of the tourism industry in the sub-districts in seven districts will grow and build community welfare (Figure 4).

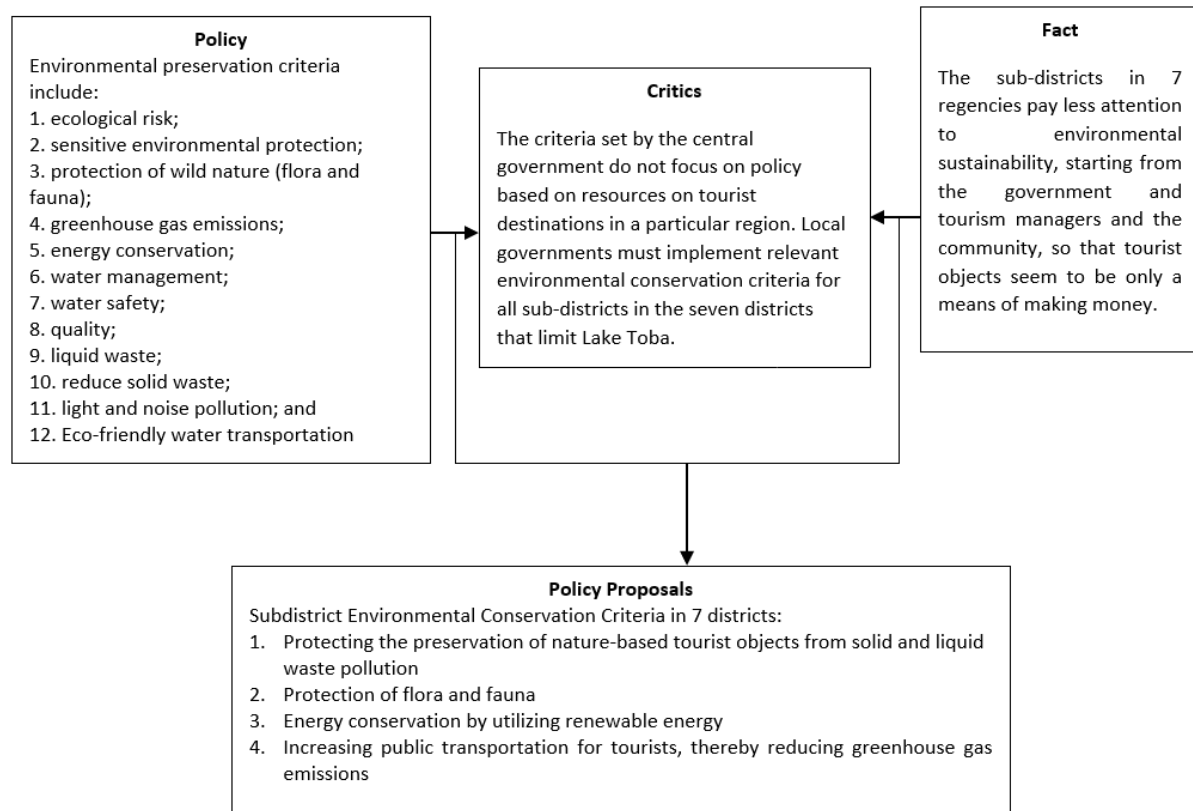


Figure 4. Review of tourism environmental conservation policy

The government policy must minimize the poverty rate to support the community in the seven districts around the Lake Toba area. Law of the Republic of Indonesia No.10 / 2009 paragraph 5 on Tourism states that tourism aims to improve people's welfare, preserve the environment and resources, and promote culture. The formulation of a tourism policy plan must take into account 3 (three) objectives of ecotourism development, namely (1) avoiding threats to conservation targets, (2) allocating income for conservation, and (3) optimizing benefits for local communities (Liu, Tzeng & Lee, 2012). Support from the government is to provide job training in the tourism sector, provide incentives to micro-businesses around tourist objects, and others. Local people can feel the form of support from the government of each district in the tourism sector. This form of support aims to improve the welfare of the community and maintain a balance of environmental capacity towards sustainable tourism activities. Sustainability in tourism shows that all stakeholders carry out their roles well and support each other.

#### 4. Discussion

In the development of tourism in Indonesia, the Government requires the implementation of effective policies. The support of local communities affects the effectiveness of implementing the tourism policy system. The determination of Lake Toba as a National Tourism Strategic Area based on data from the Central Statistics Agency has significantly impacted the tourism industry's growth and development in the seven surrounding districts. The implementation of government policies needs to pay attention to aspects of local wisdom inherent in tourism areas. Researchers obtained information about the performance of government policies and tourism development in the Lake Toba area. This information illustrates that the policy's implementation is quite good, and local people can easily accept it. Good cooperation between the Government and the community helps the tourism industry's growth in the Lake Toba area. This cooperation concept emphasizes the principles of good governance. This principle describes the coordination and synchronization of programs between existing stakeholders because it involves the



idea of active and synergistic participation (Figure 5) between governments, tourism managers, and the community (Jamal & Camargo, 2018).

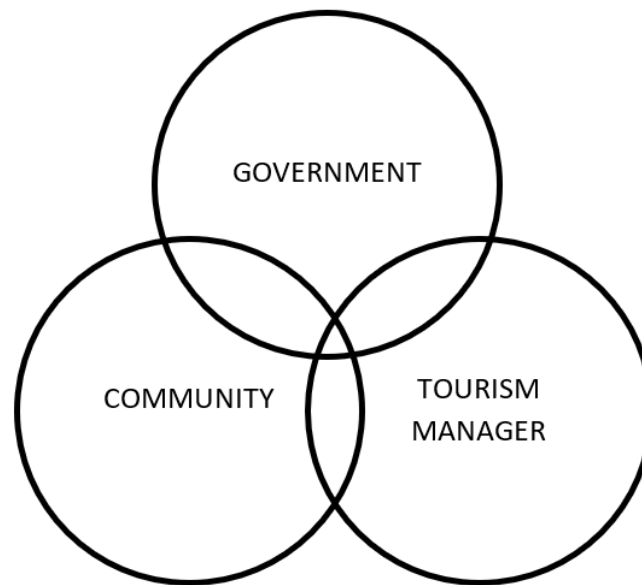


Figure 5. Good tourism governance

Source: Jamal & Camargo, 2018

The government, community, and tourism managers interested in the progress of the tourism industry in seven districts around Lake Toba tourism objects are interested in increasing the number of tourist arrivals. The governments that play a role are the Provincial Government of North Sumatera, the Ministry of Tourism and Creative Economy, and the District Tourism Office from each of the seven districts. Communities in seven regions with interest in tourism governance in the Lake Toba area are all people who earn their living from the tourism sector. Tourism managers in seven districts are business actors in the accommodation and restaurant provider sector. The supervision of the Ministry of Tourism and Creative Economy for each of the local governments of the seven Districts should consider the most appropriate program. The program is to carry out adjustments to program implementation with local communities in the sub-districts for each district. The program's performance by the tourism office in each regency must pay attention to the social and cultural aspects that are deeply embedded in the lives of local communities. Understanding the socio-cultural factors of local communities is to identify the most appropriate synchronization program so that the concept of community participation can be useful. Indicators regarding programs between stakeholders and a synergistic active participation program are contained in the Law of the Republic of Indonesia No.10 / 2009 on Tourism. This law describes the implementation of tourism that upholds religious and cultural values, sustains cultural diversity and local wisdom, maintains natural and environmental preservation, and empowers local communities. If the government can achieve these indicators maximally, then implementing tourism governance in each sub-district for the seven districts around the Lake Toba area can be successful. Several respondents stated that the local community had received tourism development programs well in several sub-districts for seven districts.

However, the application of indicators on preserving nature and the environment in each sub-district for the seven regions around the Lake Toba area did not undergo a fair process. In reality, each sub-regions tourism industry for the seven regencies around the Lake Toba area is impoverished in maintaining cleanliness. At the tourist attraction, there is a pile of garbage that greatly disturbs environmental beauty. In this case, the District Tourism Office and tourism managers must apply cleanliness standards for tourist attractions' location. The Tourism Office must provide socialization and understanding to tourists, provide adequate and scattered garbage dumps in every tourist attraction, and so on. The local community must be able to apply common hygiene standards in each sub-district so that the entire Lake Toba area's sustainability is successful. The environment of tourist attraction becomes clean and comfortable for tourists.

Through observations in each of the seven districts around the Lake Toba area, many supporting facilities for tourism are poorly maintained. Their use is not feasible, such as public toilets, signage, and so on. Assessment of

the management of tourist objects is also not fair and gives a wrong impression because there are many piles of garbage around the tourist attraction. The former head of the Samosir Tourism Office also said that some people "try to hide and pretend not to know" of the government's policies. Asynchronous and harmonious relationships between policy, cultural, and environmental factors can form a good and comfortable tourism ecosystem for tourists to increase tourist visits (Figure 6). The most crucial role in developing a good tourism ecosystem is on the local community because they are the sub-districts for the seven districts around the Lake Toba area. Development based on local wisdom that empowers the society is a model for tourism development to provide its most significant opportunity. The community must be involved in tourism development. Tourism development requires local communities' participation in all development stages, starting from the planning, implementation, and supervision stages (Dredge, 2010).

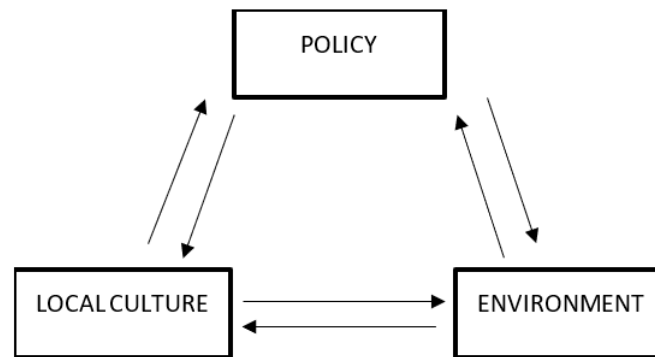


Figure 6. Integrated between policy, local culture, and environment

Local wisdom as the basis for developing tourism emphasizes the ecosystem that makes visitors to tourist objects accepted by local communities. The ecosystem must empower local communities. A tourism ecosystem that optimally empowers local communities and is integrated with its policy system will increase tourist satisfaction handily. The explanation of the tourism community empowerment policy's direction is in the Republic of Indonesia Government Regulation No. 50/2011 concerning the 2010-2025 National Tourism Development Master Plan *Paragraph 28 & 29*. The policy explains:

- Development of the potential, capacity, and community participation
- Increasing the potential and power of local resources through productive efforts in the tourism sector
- Formulating regulations and providing incentives for developing and expanding the micro, small, and medium business industry in the tourism sector where local people develop it
- Increasing awareness and the role of the community to create a quality environment for tourism

Based on this policy, the Government must understand cultural and environmental preservation in each sub-district for the seven districts around the Lake Toba area. Knowledge of cultural and ecological sustainability is used to build the tourism industry through community empowerment programs. Communities in the sub-districts for the seven districts around the Lake Toba area must receive attention and access to training programs from both Government and private. Maximum community empowerment can improve the community's economy so that it can be a motivation to improve the quality of services in tourist areas in sub-districts for seven districts around the Lake Toba area. In addition to the economy, community empowerment can also enhance community comfort for the tourism industry in the sub-districts for the seven districts around the Lake Toba region. Local society will feel that tourism policies always maintain and protect local culture. The Government should provide expansive space for people in sub-districts in seven districts around the Lake Toba area so that local people can manage the privileges of service quality to tourists properly.

Government regulation is only a policy in preserving the environment, managing tourism in the sub-districts for the seven districts around the Lake Toba area. The government has difficulty imposing penalties for violations of policies because when the district government carries out supervision, all people who have received information on the system will appear to be obeying the regulations. When surveillance is not ongoing, the community returns to its habit of breaking the rules. Societies in sub-districts for the seven regencies around the Lake Toba area must

pay special attention to environmental sustainability. The government must take firm action against parties who do not comply with the established regulations, such as providing fines for violating the law.

The implementation of tourism policies has a significant effect on 28.3% of tourism actors (Wang & Ap, 2013). Implementing government policies that are right on target is crucial and affects the effectiveness of policies. Policy implementation is about implementing regulations and giving strict sanctions to individuals or groups who violate rules. Governments in districts around the Lake Toba region respond to violations by first giving appeals and warnings. If the community and tourism actors ignore the policy, the Government will proceed with punitive action. There is the fact that society tries to avoid government policies. This fact describes that the Government's implementation of policies is not right on target and less firm in enforcing regulations. However, the blame is not only on the part of the Government but also on the community because people tend not to care about tourism policies. However, this policy will positively impact the sub-district community for the seven districts around the Lake Toba area. Law enforcement in the sub-districts for the seven regencies around the Lake Toba area must be firm in its implementation. The district government's attitude was not to impose punishment directly but to go through a mediation process first. The Government's perspective is an excellent step to be applied as learning and understanding to the community and tourists in the sub-districts for the seven districts around the Lake Toba area. The most crucial aspect of successful policy implementation is, of course, very pro-people who cooperate with the Government and comply with applicable laws.

The districts for the seven regencies around the Lake Toba area have world-class tourism potential. The cultural diversity, such as traditional arts, religious or traditional ceremonies, can attract the attention of foreign tourists and Indonesian tourists. The Lake Toba area and the sub-districts that border it is a classy tourist destination because it has various exciting tourist objects, namely natural, cultural, and historical tourism. Cultural diversity and arts are very abundant in the sub-districts that border the Lake Toba area. The tourist objects in these districts are selling points that have a high economic level. For example, Kampung Ulos Huta Raja, as an area where Ulos (traditional Toba Batak woven cloth) weavers gather. Ulos (typical Batak Toba woven cloth) is an important cultural icon in the Lake Toba area's tourist destination. The integration of improving service quality (the community as the host) and infrastructure (roads, signage, accommodation) in each sub-district for the seven districts around the Lake Toba area is essential to provide the tourism products offered an excellent image and image. The formation of a paradigm shift in tourism from mass tourism to new tourism by spreading tourism and sustainability questions. The development and improvement of the quality of the tourism industry in each sub-district for the seven districts around the Lake Toba area must be following the current paradigm of tourists' desires so that tourism development can achieve the target.

The Government stipulates several tourism policies, such as Law of the Republic of Indonesia No. 10 / 2009 and Government Regulation of the Republic of Indonesia No. 50/2011 concerning the 2010-2025 National Tourism Development Plan. The Government also stipulates Regulation of the Minister of Tourism of the Republic of Indonesia No.14/ 2016 concerning Guidelines for Sustainable Tourism Destinations. All government regulations of the Republic of Indonesia regarding tourism policies have in common regarding the achievement of tourism development goals. The Government must have the ability to accommodate the political process or decision-making regarding norms and systems in the form of regulations through the government bureaucratic process. Government policies must-have elements that support society so that people can trust the implementation of these policies. The Law of the Republic of Indonesia No.10/ 2009, paragraph 5 point b states that "the implementation of tourism must be based on the principle of upholding human rights, cultural diversity, and local wisdom." As one of the stakeholders in the development of the tourism industry in each sub-district for the seven regencies around the Lake Toba area, the community must have a concern for government policies regarding tourism. The Government has the power in the formation of laws. It must take sides with local wisdom, which consists of culture and social, natural, and environmental areas of Lake Toba and the sub-districts that limit it. The impact of tourism development and development must be positive on the environment and nature because local wisdom can be sold in the tourism industry. All stakeholders must comply with the Regulation of the Minister of Tourism of the Republic of Indonesia No.14/2016 concerning Guidelines for Sustainable Tourism Destinations. Paragraph 3 of the policy states that the scope of the guideline for sustainable tourism destinations (point d) includes environmental conservation of tourism destinations. The Government, managers, and the community must care about preserving nature so that the sustainability of tourism activities can be realized in each sub-district for the seven regencies around the Lake Toba area. Insights into nature preservation, namely participatory, compliance and enforcement of regulations, transparency of information, responsiveness, orientation to consensus, being fair, effectiveness and efficiency, accountability and accountability, and strategic vision, must be the basis for producing policy models local wisdom.

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