

# Tourism Development Policy Through Economic Potential in Supporting Tourism and Creative Economy Programs in the Lake Toba Region

## ABSTRACT

If implemented with optimal planning, tourism development will encourage economic growth and improve people's welfare. However, if tourism development does not go through good planning, it will hurt people's lives around the Lake Toba area. Efforts to develop tourism objects in terms of economic potential by increasing the diversity and competitiveness of local community products and facilitating and fostering community tourism businesses through tourism marketing programs. Tourism development also opens up job opportunities and can build regional economies and local communities in tourism areas such as Lake Toba. Various economic potentials that can be developed in the Lake Toba area include improving the quality of local community handicrafts such as making sculptures, souvenirs, and weaving, which carry the characteristics of the Lake Toba region. The method used in this study is a qualitative research method and analyzed by SWOT analysis. The results of this study generate opportunities and challenges in developing tourism in the Lake Toba region through planning for the economic potential so that there is a grouping of economic potential according to its type. The advantages of the developed economic potential are characteristic of the area around the Lake Toba area and becoming a supporter of the development of Lake Toba tourism. One of the results is realizing a tourist village which is the hallmark of tourism in Samosir Regency, namely Ulos Village in Lumban Suhi Suhi Touran Village.

**Keywords** – Tourism Policy; Economic Potential; Tourist; Creative Economy

## INTRODUCTION

The strategic target in the initial draft of the 2020-2024 RPJMN is added value from tourism in the achievement of foreign tourism exchange (USD billion) in 2018 (19.2), so that the achievement in 2024 is expected to reach 28 billion. Several targets must be achieved, namely the number of foreign tourists (millions of visits), the number of domestic tourists (millions of trips) and the number of workers (millions of people). The tourism sector has a vital role in the economy by showing an increase in the economic welfare of local communities in the Lake Toba area. The development of tourism in the Lake Toba area is expected to explore the economic potential that can increase the community's economy and regional income in 8 regencies in the Lake Toba area. In 2017, the total PAD of 8 districts around Lake Toba reached Rp. 942.4 billion, this figure increased by 71.4% from 2016, which had a figure of Rp 549.9 billion. The districts that feel significant in increasing PAD are Humbang Hasundutan Regency of Rp. 85.6 billion and Toba Samosir Regency of 54.8 billion.

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This increase in PAD through the tourism sector shows that the economic potential in the Lake Toba area is enormous. By what is explained in paragraph 2 of article 9 in the Regional Regulation of the Province of North Sumatra Number 7 of 2003 concerning the Regional Spatial Plan (RTRW) of the Province of North Sumatra in 2003 – 2018 that the spatial development policy of the Province of North Sumatra is determined as follows: strengthening the people's economic base. So through the tourism sector, the development of tourism in the Lake Toba area can improve the economy and welfare of the local community. Several superior products can become economic potential in the development of tourism in the Lake Toba area, namely:

**Table 1. Leading Products in the Lake Toba Region**

No	Sector	Commodity	Location Distribution
1	Food Crops and Horticulture	Rice, Corn, Sweet Potato, Potato, Andaliman, Orange	Dairy Regency, Simalungu Regency (Haranggaol District, Horison and Surrounding Areas), Samosir Regency (Pangururan District, Palipi District), Toba Samosir Regency (Portsea District, Sigumpar District, and surrounding areas), Humbas District (Dolok Sanggul District)
2	Plantation	Coffee, Frankincense, Cinnamon, Cloves, Pecan Rubber, Cocoa, Palm Oil, Tea	Samosir Regency, West Pakpak Regency, Humbas Regency, North Tapanuli Regency, Karo Regency. Humbas Regency, Simalungun Regency
3	Fishery	Aquaculture (Nila, Mas, Mujair)	Lake Toba waters with firm control to avoid overcarrying capacity
4	farm	Chicken, Buffalo, Cow and Pig	Simalungun Regency (Kec. Dolok Pardamean) and evenly distributed according to land suitability.

Source: bpiw.pu.go.id

The production sector is also from agriculture, plantations, fisheries and animal husbandry. Still, it can also develop handicrafts made by local communities, such as sculptures, souvenirs, woven ulos scarves, etc. Products in the Lake Toba area often sought after by tourists are handicrafts and weaving. Also, woven fabrics can be used as scarves and clothes, but the ulos in each room in the Lake Toba area is different in colour because it shows the culture of each region of the seven districts. Handicraft products originating from every area of the Lake Toba area need support from the local government to develop tourism businesses directly managed by the community. These community-managed tourism businesses must be strengthened with regulations, facilities to promote and market their

products with the best quality. There are a variety of products produced by local communities, as shown below:



**Figure 1.** Local Community Handicrafts  
(Source: Research Documentation Results, February 2019)

The economic potential of the tourism sector in the Lake Toba area, as illustrated in the picture above, can also be done by developing local production through the establishment of Small and Medium Macro Enterprises (UMKM). UMKM activities can develop in the national economy and are also a good forum for creating productive jobs. UMKM does not require specific requirements such as diplomas, work experience, etc. The tourism sector also has robust linkages with other sectors to have a positive impact, including in terms of employment. This sector is also a potential source of new growth (Yudha and Purbadharmaja 2019).

The Lake Toba area is a potential strength of regional tourism objects in North Sumatra Province because tourism as a locomotive of economic development increases original regional income to support increasing the ability and independence of the regional economy. This Lake Toba area has a variety of tourist objects that are leading tourism in Indonesia, especially North Sumatra Province. The tourism sector is the leading sector in the Lake Toba area in increasing regional income and the community's economy. Since 2016, the tourism sector in the Lake Toba region has contributed to economic growth and local revenue (PAD). Almost 100% of their PAD area comes from the tourism sector, namely Samosir Regency, Simalungun Regency, and North Tapanuli Regency. By the results of the Jokowi and JK government performance reports (2016), this year is the acceleration of national development, where one of the topics raised explicitly in the tourism sector (creating ten new Balis, national tourism performance and lifting a more comprehensive market). Antariksa (2016) has several reasons that encourage the government to develop tourism: 1) These various motivations can be an opportunity for the country to develop its economy through an integrated policy pattern. 2) The opportunity contains the understanding of opening up employment opportunities, increasing the community's

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welfare around tourism destinations, increasing the value/image of a geographical area, including those with poor economic resources, and encouraging the revitalization of a geographical area that has lost its attractiveness. 3) For developing countries, the tourism industry can be a medium of economic development that does not require too significant an investment in the long term before it can provide benefits. 4) In carrying out development, supporting funds are needed. If it depends on technology from other countries, foreign exchange for development will be sucked out of the country due to the necessity to import goods. Still, the tourism sector can reduce dependence on imports because the destination can obtain or provide goods. Tourism-related to handicrafts and others. 5) The United Nations World Tourism Organization (UNWTO), the tourism sector has contributed to the world economy, among others as follows: the number of international tourist visits is 1.035 billion times, the export value reaches the US \$ 1.3 trillion, the creator of 1 of 11 jobs ( during 2012), and by 2030 the number of international trips is expected to reach 1.8 billion times. In 2020 alone, it is estimated that there will be an increase in the number of long-haul trips from 18% to 24%. (World Tourism Organization. Tourism Vision 2020: Europe). 6) Directly related to poverty alleviation efforts, the tourism sector is considered to have a vital role (Antariksa 2015).

The tourism industry can reduce poverty levels because of its distinctive characteristics: 1) Consumers come to their destination to open up opportunities for residents to market various commodities and services. 2) Opening opportunities for local economic verification efforts to touch marginal areas. 3) Opening opportunities for small and medium-scale labour-intensive economic enterprises that are affordable to the poor. 4) It depends not only on capital but also on cultural capital and natural capital, which are often assets owned by the poor (Tjokrowinoto 2005).

Economic strengthening in the tourism sector can also affect the level of value of economic activity through the Gross Regional Domestic Product (GDP) in an area, including the Lake Toba area.

**Table 2.** GRDP Per Capita Based on Constant Prices (Rupiah) 2016-2018 in Districts in the Lake Toba Region

District	2016	2017	2018
North Tapanuli	17 151 461, 02	17 731 975, 77	18 374 588, 91
Toba Samosir	26 393 269, 60	27 535 657, 44	28 741 532, 99
Simalungun	27 512 314, 33	28 764 975, 24	30 098 896, 98
Dairi	20 271 732, 74	21 175 176, 62	22 131 904, 16
Humbahas	19 348 073, 78	20 136 242, 78	20 936 543, 77
Samosir	21 171 504, 34	22 197 192, 88	23 301 473, 13
Karo	31 505 119, 61	32 603 230, 05	33 548 968, 75

Source: Central Bureau of Statistics of North Sumatra Province in 2019

Based on the table above, the development of economic potential in the seven districts of the Lake Toba Region must be managed thoughtfully and optimally. If tourism in this area is advanced, then the economy is also developed, and not only the economic sector, other

sectors will also advance. By what is explained in the RIPPARDA of the North Sumatra Provincial Tourism Office, that tourism development must be able to have an economic impact which is basically to improve the economy of the area, so it is hoped that tourism development in the area can increase regional income and improve the economic life of the community. Economic strengthening in the tourism sector must also be supported by policies that can create strategies for strengthening the tourism industry in improving product quality and promoting and marketing local community products.

The development of tourism in the Lake Toba area has not yet arranged a plan for the Lake Toba area, one of the biggest obstacles in developing tourism potential in the Lake Toba area. The existing tourism development policies are still individual districts and not policies that regulate the overall tourism potential in the Lake Toba area, especially economic potential.

The importance of planning for economic potential in the tourism sector in the Lake Toba area, as an effort to follow up on the decline in tourist visits from 2018 to 2020. The decrease in the number of tourists visiting the Lake Toba area has had a significant influence on the development of economic potential in the tourism area of Lake Toba. Thus, the principle of tourism, which consists of attractions, amenities, accessibility and ancillary, abbreviated to 4A, is the essential thing that must receive optimal planning in tourism development in the Lake Toba area. Principle 4 A must also be an indicator of the development of economic potential in the tourism sector in the Lake Toba area so that it can produce economic strengthening in the tourism sector.

#### **METHOD**

The research method used is a qualitative method, which is a type of research that seeks to describe the object or subject being studied by what it is with the aim of systematically describing the facts and characteristics of the thing under study correctly and understanding each context of the phenomenon as a whole (Anggito and Setiawan 2018). Creswell (2014), that qualitative methods by several individuals and groups of people are methods to explore and understand the meaning of social or humanitarian problems (Creswell 2014). SWOT analysis is used in this study to analyze internal factors for planning the development of tourism potential in the Lake Toba area. It is known what the strengths and weaknesses are by analyzing internal factors and external factors that aim to find out the opportunities and threats that must be faced in realizing the welfare of the people around the Lake Toba area through the tourism sector.

#### **RESULTS AND DISCUSSION**

Economic development in the Lake Toba area in the tourism sector can impact the tourism industry. Business as Nugroho (2018) states that the tourism sector can be an economic driver that drives globalization, including shifts in production and consumption patterns around the world that challenge traditional economic assumptions of world trade and markets as well as business drivers related to the creation of a global society, meaning

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that tourism businesses can operate globally. Many choose the competitive strategy of internationalization. In line with what was stated by Nugroho, Edgell, et al. (2008) say that tourism is also considered an industry that includes buying, selling, and managing services and products (for tourists), ranging from staying in hotels to selling souvenirs or managing an airline. To achieve this complex activity, industry demands the most creative and innovative human resources (managers) because tourism is one of the most volatile products (Nugroho 2018).

Referring to Nugroho and Edgell et al., the economic potential in the tourism sector is synonymous with industrial activities. It is in dire need of increasing human resources, including local communities, to produce quality products and compete at national and international levels. The development of economic potential in the tourism area of Lake Toba is expected to strengthen the economy of local communities that can compete at national and international levels. Hong (2008) that competitiveness in the tourism sector is needed and is measured through competitive capabilities aimed at obtaining optimal results and future development (Hong 2008).

As a follow-up effort in developing economic potential in the tourism sector, the North Tapanuli Regency Government, one of the regions in the Lake Toba Region, prioritizes tourism potential to be fostered and developed as stipulated in the basic pattern of North Tapanuli Regency development in the 2015 RIPPARDA. Namely: 1) Utilizing tourism as one of the regional economic potentials. 2) Develop tourism through structuring tourist objects, both artificial nature tourism and cultural tourism, by paying attention to environmental conservation. 3) Increase public awareness of a stronger sense of love for nature and the environment, so that religious, historical and patriotic character values are implied. 4) Utilizing integrated tourism areas to increase the surrounding community's income. 5) Increasing tourism publications and services for foreign and domestic tourists while still paying attention to religious, cultural, historical and patriotic values.

The economic potential in the development of tourism in the Lake Toba area can be supported by the existence of funds for the development of the local community business community and the creation of jobs to increase the income and welfare of the people around Lake Toba tourist destinations.

The development of economic potential in the tourism sector is related to funds. Still, it must be accompanied by the ability of human resources in managing tourism to become an economic potential that can be developed. One of the programs implemented by BOPDT is developing economic potential by developing agro-tourism tourism (shallot cultivation) in collaboration with Bank Indonesia so that farmers receive training and financing related to onion cultivation. The development of economic potential also requires various partner institutions to realize future tourism development goals, with a commitment to employ local people and provide wages by applicable regulations.

Sunaryo (2013) said that tourism development in the economic field sometimes only focuses on increasing production and income but rarely pays attention to the human factor as a subject because, in practice, it is often found that many negative impacts in the form of

human dignity have declined to become a tool to achieve economic goals (Sunaryo 2013). Then, Chindris-Vasioiu and Tocan (2015) also emphasized that in addition to increasing the value of natural resources, tourism also contributes to local economic development and has another vital role in the national economy, namely generating employment helping reduce unemployment. The contribution of tourism in the human social sector is as significant as it is in the economy (Chindris-Vasioiu and Tocan 2015).

Based on the above statement, the development of economic potential in the tourism sector must also be in synergy with other possibilities because potential economic growth cannot guarantee equitable economic improvement. Overall, the development of this potential is also related to the perception of the market and tourism industry players on the construction of tourism destinations, including the marketing of tourism products.

Efforts to support the improvement of the quality of products in the Lake Toba area, which are typical of the tourism business, in the 2013 integrated management master plan for the Lake Toba area and its surroundings, there are policy directions, strategies and indications of the tourism industry development program, namely:

**Table 3.** Policy Directions, Strategies and Indications of Tourism Industry Development Programs

No	Policy Direction	Strategy	Program/Activity Indication
1	Improving the quality and diversity of tourism business products	a. Improving the competitiveness of tourism businesses	<ul style="list-style-type: none"><li>- Increasing the certification of all tourism businesses</li><li>- Increasing the standardization of all tourism businesses from national to international level</li><li>- Increasing managerial ability in managing international competitive tourism businesses</li><li>- Improved hotel quality throughout the region</li><li>- Improving hotel standards and quality as an international standard MICE facility</li><li>- Development of a free booking service information system for all tourism products/services sold (in collaboration with Telkomsel)</li></ul>
		b. Creating a conducive business climate	<ul style="list-style-type: none"><li>- Provision of a guarantee system for cross-border payment transactions (with letters of credit and bank guarantees for tourism business transactions)</li><li>- Improved business protection for the local spa industry</li></ul>

No	Policy Direction	Strategy	Program/Activity Indication
			<ul style="list-style-type: none"> <li>- Development of a one-stop tourism business registration system</li> <li>- Development of an integrative registration system for the type of tourism business which includes multi-activity and multi-product (example: hospitality)</li> </ul>
2	Improved facilitation, regulation, and incentives for tourism business development	<p>a. Improving facilitation systems and schemes for tourism businesses</p> <hr/> <p>b. Improve regulatory systems and schemes for tourism businesses</p>	<ul style="list-style-type: none"> <li>- Development of licensing incentives to protect the local tourism industry</li> <li>- Facilitate communication between the government, tourism businesses and the community by organizing regular coordination and communication forums</li> <li>- Providing incentives to the tourism industry using local products and UMKM products</li> <li>- Development of the right delivery system between small industries/suppliers and the tourism industry</li> <li>- Fostering the adopted child system - foster father between large industries and small industries/surrounding communities</li> <li>- Providing facilities/display space for small entrepreneurs in the tourism sector to showcase their products and local souvenirs at the hotel</li> </ul> <hr/> <ul style="list-style-type: none"> <li>- Exploration with the insurance industry and banking for the issuance of a tourism insurance system</li> <li>- Reviewing the procedures and requirements for granting permits to foreign companies so as not to harm tourism businesses</li> </ul>

No	Policy Direction	Strategy	Program/Activity Indication
		c. Increasing the use of information technology in businesses in the tourism area	<ul style="list-style-type: none"><li>- Development of digital information centers in each national and international class tourist area</li><li>- Development of online cooperation networks between tourism areas</li><li>- Development of a management information system (MIS) in the tourism area of Lake Toba</li></ul>
3	Strengthening tourism business structure	a. Facilitate the formation of tourism industry organizations	Facilitate the formation of a combined Lake Toba tourism industry as a forum and coordinator of synergistic cooperation between tourism businesses
		b. Strengthening the value creation chain	<ul style="list-style-type: none"><li>- Intensification and efficiency of existing promotional agencies to be used again as a vehicle for joint promotion with shared sources of funds</li><li>- Development of promotional support in strategic areas</li><li>- Development of promotional support in disadvantaged areas</li><li>- Increasing regional development programs in channeling CSR funds from tourism businesses</li><li>- Development of cooperation schemes between tourism businesses in creating packages and selling tourism products</li></ul>
4	Strengthening tourism business partnership	a. Develop patterns of cross-sectoral industrial cooperation	<ul style="list-style-type: none"><li>- Increased absorption of local content in the accommodation/hotel business, which must use at least 30% local materials</li><li>- Use of local resources (HR and other resources) in the implementation of tourism businesses, (eg hotels must use at least 30% local materials)</li><li>- The application of using a minimum of 30% local materials</li></ul>

No	Policy Direction	Strategy	Program/Activity Indication
			in the entire tourism industry chain
			- Implementation of the use of at least 30% of local human resources in the implementation of tourism businesses
		b. Develop patterns of cooperation for emergencies	- Making post-disaster recovery pilot projects based on regional themes - Development of mentoring patterns in post-crisis tourism recovery - Development of pilot patterns with airlines and PT. Angkasa Pura - Development of patterns of cooperation with accommodation facilities in disaster areas - Implementation of an early warning system in disaster-prone areas
		c. Developing UMKM in supporting tourism businesses	Strengthening and welfare with UMKM

Source: Masterplan for integrated management of Lake Toba and surrounding areas in 2013

Tourism development that can be adequately planned will have a positive impact and provide benefits for the economic development of the community and the region (Harrill and Potts 2003). The positive impact of the existing economic potential on the tourism sector can also create jobs and increase regional income. As revealed by Pratt (2015) through his research, the tourism industry in China has risen dramatically in recent years. Due to the significant multiplier effect, the more economically developed provincial economies will experience more significant economic benefits due to further increases in tourism. However, some inland provinces are also poised to benefit from increased tourism. The increase in visitor arrivals in these provinces can benefit both the tourism sector and the sectors that demand and provide services to these industries. It is an attractive source of economic development in less developed provinces (Pratt 2015).

When linked to the research results, Pratt's statement can be concluded that tourism activities that are well managed and well planned will provide positive benefits to the

regional economy, such as job creation and increased regional income. The economic potential in the tourism sector must minimize the unemployment rate in tourist areas, so there is a need for breakthroughs or innovations that can improve the quality and quantity of tourism business products. However, tourism business products need to be improved, but the ability and readiness of the community to create innovative products with economical and creative values must also be strengthened. Thus, planning for the development of economic potential is an effort to enhance human resources and natural resources, which are the advantages and characteristics of tourism areas and have financial and innovative values and can be competitive at the national and international levels.

**Table 4.** SWOT Matrix for Tourism Potential Development Planning for the Lake Toba Region

Internal	Strengths:	(Weakness):
	<ol style="list-style-type: none"> <li>1. Have an attraction that can be an advantage and priority</li> <li>2. Has a unique and unique tourism potential</li> <li>3. Sufficient access</li> </ol>	<ol style="list-style-type: none"> <li>1. The lack of facilities that meet the standards required by tourists.</li> <li>2. The lack of community ability in understanding tourism</li> <li>3. An environment that is not maintained and lacks preservation</li> </ol>
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Opportunity:	Alternative Strategy (SO):	Alternative Strategy (WO):
<ol style="list-style-type: none"> <li>1. There is support from the government for the development of the Lake Toba area</li> <li>2. Adequate road and transportation access</li> <li>3. The magnitude of the tourism potential of each region</li> </ol>	<ol style="list-style-type: none"> <li>1. The Lake Toba Authority Implementing Body was formed by the central government.</li> <li>2. Lake Toba area as priority tourism at the national level</li> <li>3. Construction of standard airports and ports</li> </ol>	<ol style="list-style-type: none"> <li>1. Improvement of tourism service facilities</li> <li>2. Improving the quality and quantity of service products</li> </ol>
Challenges (Threats):	Alternative Strategy (ST):	Alternative Strategy (WT):
<ol style="list-style-type: none"> <li>1. Lack of community ability in managing tourism in the Lake Toba area</li> <li>2. Tourism development that has a negative impact on the integrity of local cultural diversity</li> </ol>	<ol style="list-style-type: none"> <li>1. Promoting and marketing local cultural diversity</li> <li>2. Increase local community innovation and creativity through training</li> </ol>	<ol style="list-style-type: none"> <li>1. Environmental regulations for the Lake Toba area</li> <li>2. National and international standard tourism facilities</li> <li>3. Local product innovation</li> </ol>

## **CONCLUSION**

The potential for attractions and attractions in a tourist destination must also be supported by other tourism pillars, namely comfortable and safe facilities (hotels, inns, restaurants and restaurants), adequate access and transportation and providing tourist comfort during the trip and several other facilities. Other services such as tourism services through tourism information centres in every public place or entrance to tourist destinations (ports, airports and terminals), hospitals, schools and other facilities that can provide tourist convenience in travelling (banks, money changers and others). All of the potentials planned to be developed must also be seen from the potential of the environment around tourist destinations. Especially the Lake Toba area must first fix the environmental conditions in the Lake Toba stream, which have been heavily polluted by company waste or individual waste (local communities), household waste, hotel waste and waste from aquaculture cages managed by community groups and individuals. This is the first step taken by BOPDT as a tourism manager in the Lake Toba area.

## **SUGGESTION**

Recommendations are suggestions to classify the economic potentials of the regions, especially those that are regional advantages, through planning the mapping of tourism potentials related to the development of new ways that are oriented towards the future guided by tourism policies and regional development planning objectives then strengthening the competence of human resources in the tourism sector.

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