

The Urgency of Updating Buton Regency's RTRW to Support Sustainable Tourism Development

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ABSTRACT

Buton Regency possesses substantial tourism potential, encompassing natural, cultural, historical, and maritime attractions. However, the sector's contribution to the local economy remains limited due to misalignment between the Regional Spatial Plan (RTRW) and the Regional Tourism Development Master Plan (RIPPDA). This study aims to evaluate the alignment between the RTRW of Buton Regency (2013–2033) and the RIPPDA (2021–2026), and to propose strategic legal policy updates to support superior and sustainable tourism development. This is a normative legal research employing statutory and conceptual approaches. Data were obtained from regional legal documents, policy reports, and other secondary sources. The data were analyzed qualitatively using content analysis to assess the compatibility of legal norms and their impact on tourism development. The findings reveal significant inconsistencies between the RTRW and RIPPDA, particularly in tourism zoning and functional area designations. Such disharmony hampers tourism infrastructure development, reduces legal certainty, and poses risks to environmental sustainability. Proposed strategies include harmonizing RTRW norms with RIPPDA

directives, conducting periodic reviews of the spatial plan, and integrating tourism needs into spatial planning frameworks. These efforts are expected to support the development of competitive and sustainable tourism destinations, contributing to economic growth in Buton Regency.

Keywords: Spatial Planning Law (RTRW); Sustainable Development; Tourism Development

I. INTRODUCTION

Regency possesses a diverse tourism potential, including mountains, forests, rivers, caves, seas, and beaches.¹ According to statistics from the Southeast Sulawesi Tourism Office, Buton Regency ranks third in terms of the number of tourist destinations, following Wakatobi and Buton Tengah, with details of 32 marine tourism sites, 53 nature sites, 47 cultural sites, and 96 historical sites. If the tourism potential in Buton, covering marine, nature, cultural, and historical tourism², is well-managed, the positive impacts could be significant, not only for the tourism sector but also for regional economic and social development.³

As a region with tourism potential, the local government of Buton Regency has formulated a medium-term vision for tourism development aimed at becoming a superior tourist destination based on nature, integrated with history and culture, highly competitive, and sustainable in a progressive, safe, and prosperous society. This vision is outlined in Article 3, Paragraph (3) of Regional Regulation No. 2 of 2021 on the Master Plan for Tourism Development of Buton Regency 2021-2026 (RIPPDA). In general, the

¹ Astiana, Rachmat, Lia Afriza, and Wildan Rizky Rahadian. "Pelatihan Pengelolaan Desa Wisata untuk Peningkatan Sumber Daya Manusia di Kabupaten Buton." *Community Development Journal: Jurnal Pengabdian Masyarakat*, Vol. 2, No. 2, 2021, pp. 424-430, <https://doi.org/10.31004/cdj.v2i2.1864>.

² Dinas Pariwisata Sulawesi Tenggara. "Laporan Dinas Pariwisata Sulawesi Tenggara Tahun 2021." *PPID Provinsi Sulawesi Tenggara*, <https://ppid.sultraprov.go.id/index.php/permohonan/laporan>.

³ Rohma, Frida Fanani. "Kontribusi Pajak Dan Retribusi Daerah Di Sektor Pariwisata." *Jurnal Kebijakan Publik*, Vol. 14, No. 2, 2023, pp. 140-148, <http://dx.doi.org/10.31258/jkp.v14i2.8235>.

focus of the medium-term tourism development in Buton is to improve the quality and quantity of tourist destinations, which is expected to boost the regional economy and the local community's income.

To achieve these objectives, regional tourism development must consider the Regional Spatial Planning (RTRW) as a guideline.⁴ Tourism development and spatial planning are closely related because both aspects influence and support each other in creating sustainable and planned development. RTRW is the result of spatial planning, which outlines strategies and policies for utilizing the region's space at provincial and national levels into the structure and patterns of the district's spatial area.

Regional Spatial Planning (RTRW) is vital for any area as it serves as the main guideline for planning and directing development. As a strategic planning document, RTRW provides a clear foundation for regional development, ensuring that each aspect of development can be implemented in a structured manner and according to the region's vision and needs.⁵ To be effective, the RTRW document must be translated into clear regulations in line with its legal levels, whether at the national, provincial, or district/city level. Therefore, RTRW not only serves as a reference for local governments but also for all stakeholders involved in development, including the private sector and the community, to work together toward achieving sustainable and harmonious development goals.

RTRW regulations are governed by Law No. 26 of 2007 on Spatial Planning. According to Article 7, Paragraph (1) of this law, the state grants authority to the government and local governments to carry out spatial planning. Furthermore, Article 26, Paragraph (7) states that the spatial planning of a district is determined by regional regulations. Based on these provisions, the local government of Buton Regency carries out spatial planning governed by Regional Regulation No. 1 of 2014 on the Regional Spatial Plan of Buton Regency 2013-2033 (RTRW).

⁴ Ulenaung, Vernanda Yuniar. "Implementasi Penataan Ruang Dalam Peraturan Daerah Rencana Tata Ruang Wilayah (RTRW) Menurut Undang-Undang Nomor 26 Tahun 2007." *Lex Administratum*, Vol. 7, No. 2, 2019, pp. 63-73, <https://ejournal.unsrat.ac.id/index.php/administratum/article/view/26978>.

⁵ Junef, Muhar. "Penegakkan Hukum Dalam Rangka Penataan Ruang Guna Mewujudkan Pembangunan Berkelanjutan." *Jurnal Penelitian Hukum DE JURE*, Vol. 17, No. 4, 2021, pp. 373-390, DOI:10.30641/dejure.2017.V17.373-390.

Spatial planning, regulated by these regional regulations, is a critical guide in the preparation of long-term regional development plans (RPJPD) and medium-term regional development plans (RPJMD).⁶ This guideline ensures that land use and spatial utilization in the region are carried out systematically and purposefully. With these regulations, development efforts can be conducted in an integrated manner, considering the needs of the community and supporting sustainable economic growth.

Moreover, these regulations aim to create integration, interconnection, and balance between sectors to foster synergy across various development programs. The designation of locations and spatial functions outlined in these regulations also forms a crucial foundation for investment and the development of strategic areas in the district. Hence, spatial planning not only plays a role in regional management but also in enhancing competitiveness and overall community welfare.

Therefore, the RTRW regulations are crucial for medium- and long-term development to achieve the goals of regional tourism development. The Buton Regency RTRW regulations entered their 10th year of implementation starting from January 17, 2014. Several provisions in these regulations no longer align with the current regional development needs of Buton, particularly regarding the allocation of areas for tourism development. This misalignment has impacted the realization of the tourism development vision of Buton Regency. This is reflected in the regional revenue from the tourism sector, as stated in the Buton Regent Regulation No. 73 of 2022 concerning the Budgetary Breakdown of the Regional Revenue and Expenditure of Buton Regency for the 2023 Fiscal Year, which contributes only 30 million rupiah per year. Other impacts include delayed development, slow economic growth, environmental damage, and regulatory uncertainty.

This situation forms the hypothesis for research into the relationship between Regional Regulation No. 1 of 2014 on the Regional Spatial Plan of Buton Regency 2013-

⁶ Kusriyah, Sri, and Ariyani Witasari. "Sosialisasi Kebijakan Penataan Ruang Melalui Pemanfaatan Ruang Untuk Pembangunan Yang Berkelanjutan." *Jurnal Penelitian Dan Pengabdian Kepada Masyarakat UNSIQ*, Vol. 11, No. 01, 2024, pp. 16-24, <https://doi.org/10.32699/ppkm.v11i01.5680>.

2033 and Regional Regulation No. 2 of 2021 on the Master Plan for Tourism Development of Buton Regency 2021-2026.

Several previous studies have discussed aspects of spatial planning and regional development in Indonesia. For instance, a study by Rizqi Amalia Adriani (2024) on the obstacles in implementing Minister of ATR/BPN Regulation No. 11 and 14 of 2021 in the preparation of the RDTR for the Kalibawang Urban Area, which highlights technical and administrative challenges in spatial planning.⁷ Additionally, research by Nugraheni et al. (2024) on the analysis of spatial planning policy regulations in Pesawaran Regency provides insights into the evaluation of spatial planning policies at the regency level.⁸ There is also a study by Mokodongan et al. (2019) entitled *Evaluation of the Regional Spatial Plan of Kotamobagu 2014-2034*,⁹ and Madaul et al. (2023), which examines the *Review of the Regional Spatial Plan of Sorong Regency 2012-2032*.¹⁰ The aim is to identify the compatibility of legal norms within the RTRW of Buton Regency with the tourism development needs outlined in the Master Plan for Tourism Development of Buton Regency (RIPPDA). The main focus of this research is to assess the urgency of updating spatial planning laws in Buton Regency as a strategic step in achieving tourism-oriented, sustainable development.

The updating of spatial planning law is considered essential due to the dynamic development needs of the region, especially in the face of challenges such as globalization, urbanization, and land use changes that could impact environmental sustainability and local tourism attractiveness. Additionally, the novelty of this research lies in analyzing strategic steps for updating spatial planning laws in Buton, identifying

⁷ Adriani, Rizqi Amalia. "An Obstacles In Implementing The Regulation Of The Minister Of Atr/Bpn Number 11 And 14 Of 2021 In The Preparation Of The Kalibawang Urban Rdtr." *Jurnal Geografi: Media Informasi Pengembangan dan Profesi Kegeografian*, Vol. 21, No. 2, 2024, pp. 49-62, <https://doi.org/10.15294/jg.v21i2>.

⁸ Nugraheni, Irma Lusi, and Mustofa Usman. "Analysis of Regional Spatial Regulation Policies Pesawaran District." *Journal of Law and Sustainable Development*, Vol. 12, No. 1, 2024, pp. 1-16, <https://doi.org/10.55908/sdgs.v12i1.2039>.

⁹ Mokodongan, Rohaya Putri, et al. "Evaluasi Rencana Tata Ruang Wilayah Kotamobagu Tahun 2014-2034." *SPASIAL*, Vol. 6, No. 1, 2019, pp. 68-77, <https://doi.org/10.35793/sp.v6i1.22821>.

¹⁰ Madaul, Rafhul Ahmad, and La Ibal. "Kajian Peninjauan Kembali Rencana Tata Ruang Wilayah Kabupaten Sorong Tahun 2012-2032." *Jurnal Ilmiah Ecosystem*, Vol. 23, No. 3, 2023, pp. 658-672, <https://doi.org/10.35965/eco.v23i3.3907>.

relevant actions to update spatial policies in line with tourism development needs that promote sustainable and superior tourism.

This study connects the norms within RTRW regulations with the tourism development plans and the barriers to tourism development, slow economic growth, environmental damage, and regulatory uncertainty surrounding tourist destination zoning. This approach provides new insights into the relationship between spatial law and regional tourism policies, as well as its impact on the growth of the regional economy in the tourism sector. Therefore, the research gap in this study lies in the lack of in-depth studies specifically linking updates in spatial planning law with the development of superior tourism in Buton. Previous studies on spatial planning have tended to be general and not focused on tourism as a major driver of regional development.

Moreover, previous studies have not comprehensively integrated spatial regulations with tourism development strategies that focus on the region's excellence. This includes a lack of focus on how regulatory harmonization, local stakeholder involvement, and sustainability can be practically implemented in spatial planning policies. This research fills this gap by providing specific and strategic analysis of relevant steps for updating spatial planning law within the context of Buton Regency, proposing innovative approaches to support tourism as a key regional sector. The aim of this study is to understand the importance of updating Buton's RTRW for regional tourism development and to propose effective spatial law strategies for achieving superior tourism development.

This research is a normative legal study focused on analyzing applicable laws and regulations. The study identifies and analyzes the compatibility between Regional Regulation No. 1 of 2014 on the Spatial Plan of Buton Regency 2013-2033 and Regional Regulation No. 2 of 2021 on the Master Plan for Tourism Development of Buton Regency 2021-2026. The approach used is both the regulatory approach and the conceptual approach. The subjects of the study are related legal documents, specifically Regional Regulation No. 1 of 2014 and Regional Regulation No. 2 of 2021. Additionally, the study also uses secondary data in the form of other policy documents, regional budget reports, and relevant previous research findings. The research is conducted from December 2024

to February 2025, with the study location in Buton Regency. Data and supporting documents are collected from relevant agencies, such as the Regional Planning and Development Agency (BAPPEDA), the Tourism Office, and the Environmental Office of Buton Regency. The data collected is analyzed using content analysis methods to identify the compatibility of legal norms and their impact on tourism development. The data is analyzed descriptively and qualitatively, including normative analysis, which compares the content of RTRW and RIPPDA to identify compatibility or discrepancies in norms.

The novelty of this research lies in its normative and strategic analysis of the need to update spatial planning law (RTRW) within the context of developing a superior tourism sector in Buton Regency. Unlike previous studies, which tend to focus on technical or administrative aspects in general evaluations of RTRW, this study specifically examines the inconsistencies between the Regional Regulation on RTRW and the Regional Tourism Development Master Plan (RIPPDA), as well as their impact on the direction of sustainable tourism development. This research offers a comprehensive approach by mapping normative conflicts between regulations, identifying implementation barriers in the field, and formulating strategic steps such as norm harmonization, periodic RTRW evaluation, and the integration of tourism sector needs into regional spatial planning policies. Thus, this study provides a new contribution to the discourse on regional spatial planning law with a focus on tourism development based on local potential and the principles of sustainability.

II. DISCUSSION

1. Urgency of Updating the Spatial Planning Law of Buton Regency to Promote Superior Tourism Development

Economic growth is driven by the tourism sector¹¹, which makes a significant contribution to national economic growth.¹² This aligns with the report from the Organization for Economic Co-Operation and Development (OECD) on Tourism Trends and Policies 2022, as cited by Safta and Amrie in their research, which mentions that in 2019, the tourism sector contributed 5.0% to Indonesia's Gross Domestic Product (GDP).¹³ Based on this data, many regions with tourism potential have started shifting their economic development focus towards the tourism sector.

Buton Regency, as one of the regions with great tourism potential, has taken strategic steps through legal policies in the form of Regional Regulation No. 2 of 2021 on the Regional Master Plan for Tourism Development (RIPDA) 2021-2026. This RIPDA serves as a guide for medium-term tourism development. Article 3, paragraph (3) outlines the vision for Buton Regency's tourism development, aiming to make it a leading tourist destination based on nature, integrated with history and culture, characterized by high competitiveness and sustainability in a progressive, safe, and prosperous society.

Regional tourism development is closely linked to spatial planning aspects in order to achieve planned and sustainable management.¹⁴ The control and utilization of spatial planning must be given primary attention before starting development. This aims to ensure efficient, effective, harmonious, balanced, and sustainable use of space, as well as to prevent potential losses such as environmental damage. Therefore, the development

¹¹ Wardhana, Adhitya, et al. "Dampak Sektor Pariwisata Terhadap Pertumbuhan Ekonomi (TLG Hipotesis, Studi Kasus: 8 Negara ASEAN)." *E-Jurnal Ekonomi dan Bisnis Universitas Udayana*, Vol. 8, No. 10, 2019, pp. 1193-1208, DOI: <https://doi.org/10.24843/EEB.2019.v08.i10.p04>.

¹² Luqma, Maulidina Laelatul, et al. "Peran Ekonomi Kreatif Dan Sektor Pariwisata Dalam Pertumbuhan Ekonomi di Indonesia." *Community Development Journal: Jurnal Pengabdian Masyarakat*, Vol. 4, No. 2, 2023, pp. 3331-3339, <https://journal.universitaspahlawan.ac.id/index.php/cdj/article/view/15245>.

¹³ MR, Safta Pratama, and Amrie Firmansyah. "Penerapan Konsep Keberlanjutan Pada Pelaku Industri MICE (Meeting, Incentives, Conference, & Exhibition) Di Indonesia." *Jurnalku*, Vol. 3, No. 4, 2023, pp. 375-389, DOI:10.54957/jurnalku.v3i4.550.

¹⁴ Senastri, Jaya, Ni Made, and I. Nyoman Nurjaya. "Urgency of Local Genius Based Spatial Planning Arrangement." *JL Pol'y & Globalization*, Vol. 89, 2019, p. 129, DOI: 10.7176/JLPG/89-17.

of the tourism sector must take into account spatial planning regulations as guidelines. In general, there are two main reasons why controlling and utilizing regional spatial planning are crucial for the development and growth of regional tourism:

1.1 Legal Basis for Regional Tourism Development

Regional tourism development cannot be separated from the need for space and territory as the primary support for development. As a state governed by law, regional tourism development must have legal guidelines as its foundation. The Spatial Planning Law stipulates that development at both national and regional levels must adhere to established spatial plans.¹⁵ This underscores that infrastructure development utilizing regional space must comply with spatial regulations from the national to provincial and district/city levels. The implementation of spatial planning includes regulation, guidance, execution, and supervision activities. Article 26, Paragraph (7) of the Spatial Planning Law grants local governments the authority to establish Regional Spatial Plans (RTRW) in the form of regional regulations. This provision serves as the legal foundation for local governments to develop regulations regarding the spatial arrangement of their regions.

Article 26, Paragraph (2) of the Buton Regency RTRW stipulates that the RTRW serves as a guideline for: (1) Formulating long-term regional development plans; (2) Formulating medium-term regional development plans; (3) Utilizing and controlling the use of space in the regency area; (4) Achieving integration, synergy, and balance across sectors; (5) Determining locations and spatial functions for investment; and (6) Planning the spatial layout of strategic areas in the regency.

Based on these legal provisions, the RTRW becomes a crucial component in regional tourism development as it provides the legal framework for spatial planning and the determination of areas for tourism development. Moreover, these provisions affirm that the RTRW is a primary instrument supporting sustainable development at the regency level.

¹⁵ Ulenaung, *Op. Cit.*

1.2 Legal Instruments for Environmental Protection

Every development that utilizes space has the potential to cause negative impacts on the environment. Therefore, to protect the environment, legal instruments are necessary to regulate space utilization in alignment with sustainable development principles. This development perspective views humans and nature as interconnected and inseparable elements in the development process.¹⁶ The balance between humans and nature is critical, as environmental degradation directly affects human survival. The application of sustainability principles and environmental awareness in tourism development is a systematic effort to minimize negative environmental impacts.¹⁷ These sustainability principles are foundational elements of legal norms regulated in the Spatial Planning Act. The philosophical basis in the considerations of the Spatial Planning Act states that the spatial area of the Unitary State of the Republic of Indonesia, as an archipelagic state comprising land, sea, air, and subsurface areas, must be managed wisely, effectively, and efficiently. This management is guided by spatial planning principles aimed at maintaining the quality of the national spatial area for public welfare and social justice, in accordance with the 1945 Constitution. The concept of sustainability in the Spatial Planning Act is defined as an effort to ensure the preservation and sustainability of environmental carrying capacity, considering the interests of future generations. This philosophical foundation is further outlined in Article 2(c) as a fundamental principle shaping the legal norms in the Act.

Based on the aforementioned reasons, regional tourism development requires the support of the Regional Spatial Planning (RTRW) as a legal foundation and environmental protection tool based on sustainability principles. These two aspects play a critical role in realizing integrated, sustainable, and regulation-compliant tourism development. Similarly, tourism development in Buton Regency necessitates an RTRW that aligns with the needs of the tourism sector's development.

¹⁶ Abdullah, Oekan S. *Ekologi Manusia dan Pembangunan Berkelanjutan*. Bandung, Gramedia Pustaka Utama, 2017, p.171.

¹⁷ Andini, Desita, and Risno Mina. "Instrumen Administrasi Dalam Penegakan Hukum Atas Pelaksanaan Izin Lingkungan." *Jurnal Yustisiabel*, Vol. 4, No. 2, 2020, pp. 128-139, <https://doi.org/10.32529/yustisiabel.v4i2.732>.

As previously explained, the validity of the RTRW for regencies/municipalities spans 20 (twenty) years but must be reviewed every 5 (five) years. This review aims to ensure that spatial planning can adapt to evolving regional developments and legal requirements.

The RTRW of Buton Regency has reached its 11th year without undergoing any review. Consequently, several legal norms within the RTRW are no longer relevant to the current needs of tourism development. This is evident in Buton Regency Regulation No. 1 of 2014 concerning the RTRW of Buton Regency for 2013–2033, which maps the zoning of tourism areas as follows: (1) Marine/Maritime Tourism Areas, including Pantai Jodoh (Batauga), Pantai Katembe (Lakudo), Pantai Posuncui (Pasarwajo), and others; (2) Natural Mountain/Forest Tourism Areas, such as the Warede-Rede Hot Springs, Kaongkeongkea, and Katukotobari Cave; (3) Historical and Cultural Tourism Areas, including traditional festivals like Kande-Kandea, Kamomose, and Takunobembe; (4) Man-Made Tourism Areas, such as Lakua Beach and Kombeli Field.

Several of the above-mentioned tourism areas, such as Pantai Katembe, Katukotobari Cave, and Lakudo Cave, along with the traditional Kamomose Lakudo festival, which were formerly part of Buton Regency's tourism destinations, have now become part of Buton Tengah Regency following its establishment in 2014. Meanwhile, Pantai Jodoh (Batauga) is now a destination in Buton Selatan Regency.

Administrative changes due to regional division in 2014 have impacted the quality and quantity of tourism destinations in Buton Regency. Some key tourism areas are now under the administration of the new regencies, such as Buton Tengah and Buton Selatan. Additionally, some man-made tourism areas, like Kombeli Field, have been repurposed as residential zones, while Kaloko Stadium has been converted into a traditional market.

Despite the reduction in tourism destinations caused by regional division, Buton Regency boasts new destinations such as Pantai Koguna, Batu Belah, Udang Merah in South Lasalimu District, the Diving Center in Teluk Pasarwajo, Kalata Waterfall in Wolowa, and Tirai Biru Waterfall in South Lasalimu. Furthermore, several villages have been designated as tourism villages under the Buton Regent's decree, including Mabulugo Tourism Village, Boneatiro Barat Tourism Village, Wolowa Baru Tourism Village,

Wagari Tourism Village, Wabula Tourism Village, Winning Tourism Village, Lasembangi Tourism Village, Wasuemba Tourism Village, and Kaongkeongkea Tourism Village. These designations carry implications for village development that is tourism-oriented.

These changes must be harmonized with the RTRW of Buton Regency. Discrepancies between the RTRW and tourism development plans can directly impact the progress of the tourism sector. One of the most significant impacts is the hindrance to tourism infrastructure development. Areas with significant potential as tourism destinations often lack clear allocation or zoning status within the RTRW. As a result, plans such as road access provision, tourism facilities development, and destination area expansion become challenging to implement.

For investors, this lack of clarity serves as a major barrier as it does not provide legal certainty over land use for tourism purposes. Furthermore, this situation slows economic growth in Buton Regency. The vast tourism potential remains underutilized because the sector's development is not strategically prioritized. Consequently, the number of tourist visits remains low, and the tourism sector's contribution to local revenue (PAD) is minimal, amounting to only around IDR 30 million annually.

If the RTRW were designed to better support tourism development needs, the sector could become a key driver of the local economy, create job opportunities, and improve community welfare.

Additionally, the misalignment between RTRW and tourism plans poses a risk of environmental degradation. Development often occurs in areas unsuitable for the environment's carrying capacity, endangering natural tourism assets such as beaches, forests, and coral reefs. Without careful planning, the natural tourism potential, which should serve as Buton Regency's main attraction, is at risk of being lost.

Moreover, this misalignment has prevented Buton Regency from fully capitalizing on its substantial tourism potential. Many destinations with natural beauty and cultural value remain underdeveloped, leaving the region lagging behind other more prepared and well-planned areas.

If the RTRW is not updated to align with the tourism development needs, Buton Regency will continue to face these challenges, lose investment opportunities, and struggle to compete as a premier tourism destination. Therefore, revising the RTRW is urgently needed to ensure that tourism development in Buton Regency progresses more effectively and sustainably.

2. Strategies for Updating the Regional Spatial Plan to Support Tourism Development in Buton Regency

To support the development of tourism in Buton Regency that is competitive, sustainable, and aligned with the region's development vision, updating the Regional Spatial Plan (RTRW) becomes a crucial step. The RTRW serves not only as a legal basis but also as a guide for utilizing space efficiently, effectively, and in accordance with the principles of sustainable development.

Updating the RTRW for Buton Regency is necessary to address various challenges, such as managing the potential of new tourist destinations, adjusting to changes in administrative boundaries, and synchronizing with evolving national and provincial policies. With a focused and measured strategy, the RTRW can become a key instrument for creating spatial planning that fully supports tourism based on the cultural, historical, and natural wealth unique to Buton Regency. To ensure that tourism development in Buton Regency excels, several strategic steps need to be taken:

2.1 Harmonization of RTRW Norms with the Regional Tourism Development Plan

Tourism development planning in Buton Regency is governed by Regional Regulation No. 2 of 2021 on the Regional Tourism Development Master Plan (RIPPDA) for 2021–2026, while spatial planning is regulated by Regional Regulation No. 1 of 2014 on the Regional Spatial Plan (RTRW) for 2013–2033. These two regulations should form a cohesive framework for tourism development and promotion.

However, based on an examination of these legal documents, it was found that there are conflicting norms between the two regulations, particularly regarding the designation of Tourism Allocation Zones in the RTRW and the Tourism Destination Development Regions (DPD) in the RIPPDA. The conflicting norms between these two regional regulations are presented in the following table:

Table 1. Conflicts Between RIPPDA and RTRW Norms.

Regulatory Aspects	Regional Spatial Plan (RTRW)	Regional Tourism Development Master Plan (RIPPDA)	conflicting norms
Grouping of Areas	Dividing the area into: a. Marine tourism; b. Mountain/forest nature tourism; c. Historical and cultural tourism; d. Artificial tourism.	Dividing the area into Regional Tourism Destinations (DPD), Regional Strategic Tourism Areas (KSPD), and Regional Tourism Development Areas (KPPD).	The inconsistency between the grouping of areas based on function categories and strategic regions leads to various interpretations, making it difficult to implement both regulations.
Determination of Specific Locations	Mentioning specific locations, such as Posuncui Beach, Warede-Rede Hot Spring, Lakua Beach, and Kombeli Field, etc.	Focusing on broader areas, such as the DPD Teluk Pasarwajo, KSPD Pasarwajo and its surroundings, and the KPPD Wolowa and its surroundings.	There is no clarity on whether all specific locations regulated in the RTRW Regional Regulation are included within the areas defined in the RIPPDA.
Theme and Function of Areas	Determining specific functions, such as marine tourism, history, culture, or artificial tourism.	Determining development themes, such as "marine culture and traditional rituals" or "special interest in nature tourism, history, and agro-tourism."	The mixed regional themes can overlap with the specific functions of designated areas, such as Posuncui Beach and Kasosona, which are also located in the cultural area of Teluk Pasarwajo.

Map and Territorial Boundaries	It does not explicitly include a map of the area.	Referring to the maps of DPD, KSPD, and KPPD areas listed in the annex.	The areas in the RTRW Regional Regulation are not fully integrated with the regional maps in the RIPPDA Regional Regulation.
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Source: RIPPDA Kabupaten Buton 2021-2026 and RTRW Kabupaten Buton 2013–2033.

Based on the table above, it can be concluded that the two regional regulations related to spatial planning and tourism development in Buton Regency show disharmony, particularly in the grouping and determination of locations, the merging of area functions, and the regional themes. Additionally, the absence of specific tourism areas further emphasizes the need for improvement in the planning documents.

Tourism zoning is an essential element in regional management because zoning is the division of an area into several zones based on the potential of each region, such as marine tourism, agro-tourism, nature tourism, and artificial tourism. This zoning is regulated in Article 13, paragraph (2) of Law No. 10 of 2009 concerning Tourism, which emphasizes that strategic tourism areas are part of the national, provincial, and regency/city spatial planning. The goal of zoning is to ensure that tourism development is aligned with spatial planning, achieving a balance between environmental conservation, economic development, and social needs.

The division of tourism areas based on their functions and purposes aims to ensure that tourism development proceeds in a directed manner. Zoning becomes a strategic step to manage the region optimally while preserving the environment. By dividing tourist areas according to their functions, potential, and characteristics, zoning helps maximize land use without damaging the environment. In addition, zoning ensures that tourism development is not solely focused on the economy but also considers social and ecological aspects.

One of the main functions of zoning is to protect ecosystems and biodiversity in tourist areas. For example, conservation zones can be designated to protect sensitive areas from human activities that may cause harm. Zoning also facilitates the regulation of

tourism activities, such as separating areas for recreation, culture, agro-tourism, or eco-tourism. With clear divisions, potential conflicts between stakeholders, such as local communities, businesses, and the government, can be minimized.

In addition to protecting the environment, zoning also supports sustainable tourism development by considering social, economic, and cultural aspects. Zoning helps preserve local cultural values by protecting traditional and cultural sites from the threat of damage due to uncontrolled tourism activities. Well-planned zoning also improves the efficiency of managing tourist areas, attracts appropriate investments, and promotes local economic growth.

To address the issue of disharmony in the determination of tourism zoning mentioned above, synchronization between the determination of tourism zones in the RTRW and the Tourism Development Master Plan (RIPPDA) of Buton Regency is needed. This synchronization is a strategic step to ensure that regional development, particularly in the tourism sector, is in accordance with applicable legal regulations. Thus, regional tourism development plans can proceed harmoniously and support sustainable regional management.

2.2 Periodic Review and Evaluation of the RTRW (Spatial Planning Regulation)

The establishment of the Spatial Planning Regulation (RTRW) for a regency or city has a long duration, typically twenty years. However, this period is often considered too long, as various changes occur within this time frame, influenced by the dynamics of society. These changes include economic, social, cultural aspects, and the evolving needs for space, which develop according to the characteristics of a dynamic society. No society remains stagnant for long periods. Changes may happen quickly or gradually, but they always impact the key aspects of people's lives. Therefore, the changes that occur must be followed by legal adjustments to remain relevant and meet societal needs.

Law plays an important role, not only as an instrument that follows social changes but also as a means of social change (social engineering).¹⁸ This view is based on positivist thinking, where law influences social life. Positivism separates law from everything outside of it.¹⁹ In contrast, the progressive legal view posits that law is not absolute but is a tool designed to articulate human values. Law should benefit humanity and the world, not work as a technology without conscience but as an institution that upholds human morality.²⁰

Based on this thinking, progressive law has several key criteria. First, progressive law aims to achieve human welfare and happiness. Second, it incorporates high moral human values. Third, progressive law is liberating, covering a broad dimension that focuses not only on practice but also on theory. Fourth, progressive law is critical and functional, always identifying shortcomings in the legal system and striving to find solutions for improvement.²¹

In the context of the RTRW, the twenty-year period of its implementation makes it highly likely that there will be shortcomings or inconsistencies with development needs. This possibility is acknowledged by the DPR RI (Indonesian House of Representatives) as the institution authorized to create laws. Article 16, paragraph (1) emphasizes that the spatial plan can be reviewed. The review is necessary to ensure that the spatial plan remains relevant or needs to be revised according to requirements. A review with recommendations for revision can be conducted once every five-year period. The review of the RTRW is an effort to rectify any discrepancies between the spatial plan and actual conditions.

¹⁸ Mappatunru, Andi Munafri D. "The Pure Theory of Law dan Pengaruhnya Terhadap Pembentukan Hukum Indonesia." *Indonesian Journal of Criminal Law*, Vol. 2, No. 2, 2020, pp. 132-152, <https://doi.org/10.31960/ijocl.v2i2.541>.

¹⁹ Utomo, Setyo. "Tantangan Hukum Modern Di Era Digital." *Jurnal Hukum Media Bhakti*, Vol. 1, No.1, 2017, pp. 120, doi:10.32501/jhmb.v1i1.5.

²⁰ Marilang, Marilang. "Menimbang Paradigma Keadilan Hukum Progresif." *Jurnal Konstitusi*, Vol. 14, No. 2, 2017, pp. 315-331, <https://doi.org/10.31078/jk1424>.

²¹ Setiaji, Mukhamad Luthfan, and Aminullah Ibrahim. "Kajian Hak Asasi Manusia dalam Negara the Rule of Law: Antara Hukum Progresif dan Hukum Positif." *Lex Scientia Law Review*, Vol. 2, No. 2, 2018, pp. 123-138, DOI:10.15294/lesrev.v2i2.27580.

The implementation of the RTRW review can be carried out through three stages. First, an assessment to examine the implementation of spatial planning in relation to development needs. Second, an evaluation of the RTRW to measure its effectiveness as a reference for national/regional development. Third, an appraisal is conducted to determine the formulation of recommendations based on the review process.

The formal mechanism to ratify the recommendations from the review is through the decision of the Regent (or Mayor). If the recommendation calls for a revision, the local government is required to create a document for the change plan. This document is followed up with a revision or revocation. According to Article 20, paragraph (1) and (2) of the Regulation of the Minister of Agrarian Affairs and Spatial Planning/Head of the National Land Agency of the Republic of Indonesia No. 6 of 2017 on the Procedures for Reviewing the Spatial Planning Regulation, a revision can be made through a change if the plan content changes by less than 20%. In contrast, a revision through revocation of the RTRW is required if the plan content changes by 20% or more.

III. CONCLUSION

Based on the discussion above, it can be concluded that the renewal of the RTRW of Buton Regency is crucial to support the development of a superior regional tourism sector. As a regional planning instrument, an integrated and adaptive RTRW to the needs of tourism development serves as the foundation for creating sustainable, attractive, and competitive tourist destinations. To achieve superior tourism development, effective spatial planning legal policies are required. The first step is harmonizing the RTRW norms with the Regional Tourism Development Plan, so that each area has a function that supports its tourism appeal. The next step is the periodic review and evaluation of the RTRW.

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