



Application of General Principles of Good Governance in Tourism Policy: Case Study of Borobudur Temple Tariff Increase

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Abstract. This paper explains that applying the general principles of good governance must be done both before and after making a policy. Normative law is used in this paper. A literature review is used to obtain data. As a result, in order to be called a nation, there must be a government, a territory, and a population. The government must carry out its tasks properly in order for a country's goals to be realized. The function of government must include all aspects of life, both ideological, political, economic, social, cultural, tourism, defence and security. In terms of regulating all these aspects, of course, it requires a policy, including in this case regarding tourism. Tourism is an activity of travelling from one place to another in a certain period with planning, and the purpose is to have fun or recreation. One of the tourism in Indonesia is Borobudur Temple as one of Indonesia's historical relics, even becoming one of the world's wonders. This is so attractive for both domestic and foreign tourists. The policies taken in each tourist attraction are, of course, different. As for the policy of implementing entrance tickets for tourist attractions, it is also an important thing that needs to be discussed comprehensively because it concerns the public interest. The government has not used the general principles of good governance, namely expediency, accuracy, and public interest, in deciding the policy of increasing the tariff for admission into Borobudur Temple and then canceling it, generating anger in the community.

Keywords: General Principles of Good Governance · Tourism Policy · Tariffs · Borobudur Temple

1 Introduction

Essentially, the entire earth, water, natural wealth, and its contents on Indonesian land belong to the people managed through the state. Therefore, management through the state is expected to provide equitable welfare for the people through economic improvement. The form of management carried out by the state can be divided into various sectors, for example, the oil and gas industry, the mining sector, the fisheries sector, and other industries such as tourism. The tourist industry is governed by Tourism Law No. 10 of 2019. (Tourism Law). Article 1, Section 4 of the Tourism Law Tourism encompasses all tourism-related activities. It is multifaceted and interdisciplinary as an expression

of everyone's and the country's requirements, as well as interactions between visitors and local communities, other tourists, governments, local governments, and enterprises. There are various tourism destinations in Indonesia that may be explored, ranging from Sabang to Merauke. Indonesia is also recognized for its magnificent natural resources, as well as historical treasures that are typically designed for study and pleasure as part of tourism. Borobudur Temple is one of these treasures. Borobudur Temple is a component of Indonesia's religious history. This temple is located in Magelang Regency, one of the most popular tourist locations in Central Java Province, and serves as a historical educational resource for both local and foreign visitors. The splendor of the reliefs and the construction of Borobudur Temple are distinctive tourist attractions.

The grandeur of Borobudur Temple, of course, necessitates a contribution from tourists for maintenance in the form of admission ticket money. Initially, the admission ticket was charged at Rp. 50,000–50,000. (fifty thousand rupiah). If we already have this ticket, we may undertake leisure activities at Borobudur Temple, such as riding. Domestic visitors who wished to ride the Borobudur Temple were charged Rp. 750,000- (seven hundred and fifty thousand rupiahs), despite having paid the admission fee to the Borobudur Temple area for Rp. 50,000,- at the start (fifty thousand). The community, predictably, reacted negatively to this. However, the policy involving ticket increases was eventually abandoned. This occurrence demonstrates that the government failed to apply general principles of good governance, such as expediency, accuracy, and public interest. Many factors must be considered by the government when developing a policy so that it may be implemented in the community.

2 Method

This study will employ normative legal techniques. To implement the normative juridical method, a literature review is used, which examines primarily secondary data in the form of case studies based on laws and regulations, court decisions, agreements, contracts, or other legal documents, as well as research and assessment results and other references. [1] The descriptive-analytic research approach was applied. A descriptive research that offers as much detail as possible about people or other symptoms in order to strengthen hypotheses or develop new ones. [2] The topic from which data can be acquired is referred to as the data source [3]. Primary data is information gathered directly from sources such as interviews. Secondary data has been produced in the form of documents and obtained from the literature results by undertaking document, archive, and literature investigations. [4].

3 Results and Discussion

The Indonesian nation has many places that can be used as destinations for tourism. Tourism is an extraordinary potential that Indonesia has. The country has potential resources consisting of 17,100 islands, the cultural diversity of the nation, such as 300 Tribes and Ethnicities, and more than 700 types of regional languages. All models of tourist attractions exist and can be developed, ranging from tourism that relies on beauty and natural wealth to socio-cultural diversity. [5] Tourism is one of the means for holiday

tourism and educational tourism. A holiday tour is a tourist trip organized and followed by its members to take a vacation, have fun and entertain themselves. On the other hand, upbringing and knowledge tourism is a tourist trip whose primary purpose is to obtain knowledge or research on a field of science or a comparative study of the study or work he is engaged in. For example, a tourist visits a traditional village to investigate the socio-cultural life of the community, and a tourist visits to see ancient temples to find out the history and reliefs of the temple building. [6].

Nature tourism, cultural tourism, and special interest tourism are all popular tourist destinations in Indonesia. Borobudur Temple, in Magelang Regency, is a popular tourist attraction in Indonesia. Borobudur Temple is likewise being promoted as a High Priority Tourism Site. The government's development consists of three aspects: accessibility (all types of transportation facilities and infrastructure that support tourist movement from the tourist's home area to tourism destinations as well as movement within the tourism destination area in terms of the motivation of tourist visits), amenity (facilities), and attractions. Furthermore, the Borobudur Temple region is designated as a National Tourism Strategic Area in the National Tourism Development Master Plan 2010–2025. The Ministry of State-Owned Enterprises also works with communities in the Borobudur region to create a Village Economic Center in order to boost tourism in the area through Community Based Tourism. Tourism growth has been shown to benefit the local community. Growing tourism regions provide more job opportunities, decreased unemployment, and improved community welfare. [7].

Borobudur Temple, often known by its alternate name, is a Mahayana Buddhist temple located on the Indonesian island of Java near the city of Muntilan. This temple was built under the Syailendra Dynasty. Borobudur Temple is remains the world's biggest Buddhist temple. Borobudur Temple was utilized by Javanese Buddhists for pilgrimages and other ceremonies until the 14th and 15th centuries, when it was abandoned. The Dutch and Javanese conducted considerable study and archaeological investigations after discovering the Borobudur Temple in 1814. Borobudur was named a World Heritage Site by the United Nations Educational, Scientific, and Cultural Organization (UNESCO) in 1991, after it had already been rebuilt under the supervision of President Soeharto and UNESCO. This landmark temple has had a significant impact on the aesthetics, architecture, and cultural identity of Indonesia. Borobudur Temple is the most visited tourist attraction in Indonesia. [8].

Borobudur Temple is said to have been progressively built by volunteer laborers who worked together for the benefit of religious teaching services during the rule of the Syailendra Dynasty between 750 and 842 AD. As a result, this temple serves as historical documentation of the evolution of Buddhism in Indonesia. According to this viewpoint, Borobudur Temple represents the pinnacle of Buddhist development in this region. This is seen in the relief sculptures, statue arrangement, and represented Buddha figures. They all demonstrate that Buddhism has progressed to a complicated degree as an outstanding vehicle (Mahayana) that many people of society have accepted. Meanwhile, some other specialists attempt to understand the existence of tantric aspects in the flow. [9].

Borobudur Temple is a well-known tourist attraction. Of course, precautions have been taken to assure its safety. From September 17 to 26, 1985, the World Tourism Organization's sixth session in Sofia, Bulgaria, adopted the Tourism Bill of Rights and

the Tourist Code, which are the worldwide core principles governing tourism. The session produced the Tourism Bill of Rights and the Tourist Code, an international treaty. The preamble of the agreement mentions some of the criteria considered in drafting the Tourism Bill of Rights and Tourist Code.

Everyone has the right to rest and vacation, according to Article 24 of the Universal Declaration of Human Rights, which includes acceptable working hours and periodic vacations while still earning a living. The resolutions and recommendations adopted by the United Nations Conference on International Travel and Tourism in Rome, Italy, in 1963, especially those relating to some of the goals of increasing tourism development in various countries and simplifying international travel provisions, formed the basis for considering the creation of this convention. Tourism is mentioned in the preamble of the Tourism Bill of Rights and Tourist Code as a means of improving the quality of life for all humans, as well as a key factor for world peace and mutual understanding. The preamble to this convention requires governments to submit recommendations for inclusion in the Tourism Bill of Rights and Tourist Code, and to implement these ideas in their respective countries in accordance with the laws and regulations in place. The Tourism Bill of Rights and Tourist Code are split into two sections: the Tourism Bill of Rights (articles 1–9) and the Tourist Code (articles 10–13). (articles 10–23). Article 1 of the treaty affirms everyone's right to rest, vacation, and to limit working hours of leave or periodic vacation by collecting money, as well as free movement within the limits of universally recognized regulation. It also recommends that governments establish and implement plans to coordinate domestic and international tourism development and vacation activities. It is meant to be derived from all preceding parts. [10].

Another international rule of law that covers tourist concerns is the Hague Declaration on Tourists. A meeting was held in the Netherlands from April 10 to 14, 1989, to establish this declaration. In the preamble, it was resolved that the Hague Declaration on Tourist would be a way of worldwide collaboration (an instrument of international cooperation), mutual understanding between people, and a factor of tourism growth, either individually or collectively. It also encourages parliaments, governments, public or private organizations, organisations and institutions in charge of tourism operations, tourism professionals, and tourists to uphold The Hague Declaration on Tourism's values. In addition, principle I of this declaration underlines that tourism has become a widespread occurrence. As a result, governments should prioritize tourism and encourage it to flourish alongside basic requirements and other civic activities. As a result, because this is a vital problem for tourism growth, every country must fight to maintain national, regional, and global security and peace. [11].

Another worldwide legal framework that covers tourism aims and concerns is the Global Code of Ethics for Tourism. On October 1, 1999, the Global Code was adopted in Santiago, Chile. The backdrop for its formation is the current increase in foreign visitors and the expectation of future continuous rise in international tourists. On the one hand, this is a good (encouraging) indicator since tourist visits or flows contribute to the country's foreign exchange or economic growth. An rise in the number of tourists, on the other hand, is sometimes regarded to be detrimental to a country's tourism business. Concerns have been expressed concerning the potential destruction or extinction of the earth's ecological and cultural heritage. [6] Of course, in order to understand this, it is

important to pay close attention to how it is implemented in each country and tourism in terms of what is in the Global Code, particularly foreign exchange donations.

In general, Indonesian regulations have incorporated international ideas, such as those governing tourism, which are governed by Law Number 10 of 2019. (Legal Framework for Tourism) Tourism, according to Article 3 of the Tourism Law, serves to fulfill the physical, spiritual, and intellectual demands of each tourist via leisure and travel, as well as to raise state income to achieve people's welfare. However, execution seldom meets expectations. Policies are established when they are desired, rather than after long and comprehensive academic research or study in all areas of the topic. Meanwhile, tourism has numerous direct links, including economic, socio-cultural, and health-related interactions, and it may inspire collaboration across areas and even other nations. Then, in order to get the best results, this tourist issue should be given careful consideration. Tourism's purpose is to promote culture, boost the nation's image, foster a sense of love for the country, build identity and national unity, and then strengthen international friendship. In terms of economics, the local community may boost family income by selling souvenirs such as miniatures of tourist destinations, tourism-themed clothes, keychains, headgear, or anything else linked to souvenirs. Furthermore, cafés or food booths may help to revitalize the local economy. Not to mention the rest stops, which vary from expensive hotels to accommodation in locals' homes. Other employment that contribute to economic growth include qualified and uncertified tour guides.

It should be noted that in the implementation of tourism, there must also be principles that must not be violated, as follows:

1. Upholds religious norms and cultural values as expressions of the concept of living in a state of balance between man's connection with God Almighty, man's relationship with his fellow humans, and man's relationship with the environment;
2. Defending human rights, cultural diversity, and indigenous knowledge;
3. Promoting people's welfare, justice, equality, and proportionality; and
4. Protecting nature and the environment.
5. Strengthening local communities;
6. Establishing integration between sectors, regions, and the center, which is a systemic whole within the framework of regional autonomy, as well as integration among stakeholders;
7. Adhering to the world's tourist code of ethics and international tourism agreements; and
8. Strengthening the Unitary State of the Republic of Indonesia's integrity.

From all of the above, it can be seen that economic improvement is significant through income from tourism. Because of this, the government must make appropriate policies without giving up the general principles of good governance.

The anticipated cost increase that happens for domestic visitors who want to ride Borobudur Temple is charged a price of Rp. 750,000- (seven hundred and fifty thousand rupiahs), even if he initially paid Rp. 50,000,- for the admission ticket to the Borobudur Temple region (fifty thousand). The public, of course, rejected this, but in the end, it canceled the ticket fee. The approach followed for the policy of increasing admission charges up Borobudur Temple does not adhere to broad principles of good government.

A few days after this discourse came to the fore, Central Java Governor Ganjar Pranowo met Minister Luhut and presented a proposal for the exorbitant tariff policy to be postponed first because of many public protests. Ganjar even said Minister Luhut agreed to his proposal to postpone the Rp 750,000 tariff plan to go up to Borobudur Temple. Finally, Luhut stated that the IDR 750,000 fee increase for Borobudur Temple had been postponed. [12] The regular entry charge for domestic tourists remains Rp. 50,000, according to Edy Setijono, President Director of Borobudur Temple Tourism Park, Prambanan, and Ratu Boko (Persero). The main difference is that the ticket is only valid till the temple grounds. [13].

What is depicted in the mass media shows a pattern of communication between the local government and the central government that is not communicative so that new aspirations are conveyed precisely when there have been protests from the public over the increase in tariffs. Shouldn't there be good and substantive communication structurally involving local governments in making decisions even though the authority over them is the central government's right? Many questions then arose about how then Minister Luhut conveyed the increase.

The fundamental principles of good governance (also known as the broad foundations of good governance) come through state administration and government practice, and are thus not formal creations of a state institution such as legislation. The broad principles of good governance may be defined as general ideas that serve as the foundation and regulations for proper government management. As a consequence, government administration becomes good, pleasant, fair, and honest, free of tyranny, rule breaches, abuse of power, and arbitrary acts. [14] Article 10 paragraph (1) of Law No. 30 of 2014 on Government Administration (Government Administration Law) mentions the following important elements of effective governance:

1. legal certainty;
2. expediency;
3. impartiality;
4. scrupulousness;
5. not abusing authority;
6. openness;
7. public interest; and
8. good service.

When the government raises tariffs, it disregards factors such as expediency, accuracy, and public interest, according to Article 10, paragraph (1) of the Government Administration Law.

The following is the definition of emancipation, accuracy, and public interest as stated in the Government Administration Act:

1. Convenience, benefits that must be balanced between (1) one individual's interests and the interests of another individual, and (2) the individual's interests with society.

2. Accuracy is a concept that stipulates that a Decision and/or Action must be founded on comprehensive information and documents to support the legitimacy of the decision and/or action, and that the Decision and/or Action is thoroughly prepared before it is made and/or carried out.
3. The notion of the public interest is one that prioritizes the general welfare and benefits in an aspirational, accommodating, selective, and non-discriminatory manner.
4. This means if it is associated with the increase in Borobudur temple tariffs, it becomes counterproductive to forming the policy itself in tourism.

4 Conclusion

Tourism is one of the industries that can help Indonesia's economy. Borobudur Temple is one of the tourist spots that both local and foreign visitors are interested in. In terms of deciding the policy of increasing the admission price into Borobudur Temple, each tourist site has a separate policy, including Borobudur Temple. The license is then cancelled, suggesting that the government violated broad norms of good governance, including expediency, truth, and public interest, resulting in community indignation.

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