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Challenges in Land Use Permits in Developing Tourism Areas in Rote Ndao Regency

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Abstract: This study aims to evaluate the policy of publishing the Suitability of Spatial Utilization Activities in the developing tourism area in Rote Ndao Regency and identify the challenges faced. The study uses a descriptive qualitative approach through in-depth interviews, observations, and document studies. The analysis is carried out using William N. Dunn's Policy Evaluation Theory which includes indicators of effectiveness, efficiency, adequacy, equity, responsiveness and accuracy. The results show that the policy for issuing the Suitability of Spatial Utilization Activities has not fully answered the purpose of the policy, namely in facilitating the licensing process in accordance with spatial utilization, in this case the ease of the licensing process in accordance with the direction of spatial utilization and the development of sustainable tourism activities in Rote Ndao Regency. The main obstacles faced include the unavailability of Spatial Detailed Plan documents in the area which are integrated with the Online Single Submission system, regulatory limitations related to the utilization of coastal border areas to support tourism activities and the lack of optimal control and supervision activities after the issuance of permits, although the existence of tourism activities has had a positive impact on economic growth. This study recommends accelerating the preparation of Detailed Spatial Planning and Zoning Regulations in tourism areas, increasing human resource capacity, increasing coordination, synergy and data integration to realize sustainable spatial utilization and create a conducive climate for investment activities.

Keyword: Suitability of Spatial Utilization Activities, Tourism, Sustainability, Investment.

INTRODUCTION

The tourism sector has emerged as a primary catalyst for accelerating regional economic growth across the Indonesian archipelago (Li et al., 2025; Mahadevan, Amir, & Nugroho, 2017), particularly within small-island and frontier jurisdictions characterized by rich marine and coastal attributes (Rudiastuti et al., 2018; Hakim, 2020). For remote regencies, tourism serves as a vital economic engine capable of diversifying local income

streams beyond traditional subsistence agriculture and small-scale fisheries (Praptiwi et al., 2021). When managed through robust public governance structures, the rapid expansion of a tourism economy creates a multi-layered economic multiplier effect. The growth of tourism industries and the subsequent influx of visitors generate an immediate demand for critical infrastructure and multi-sectoral support services, including integrated transportation networks, hospitality accommodations, and consumption facilities (Karani & Failler, 2020). These developments stimulate local currency circulation, foster micro-enterprise development, and generate extensive employment opportunities, ultimately serving as a substantial contributor to the region's Local Genuine Revenue (Imanuella, Idris, & Kamaruddin, 2025; Wikantiyoso, 2025).

However, this capital-driven economic circulation requires significant physical land acquisition and spatial transformation. The physical infrastructure required to sustain a modern tourism industry often triggers rapid, unregulated land-use changes that collide directly with pre-existing regional spatial plans (Leontidou et al., 2007; Susman, 2025). Consequently, local governments face a structural dilemma: they must aggressively capture tourism-driven investments to boost regional revenues while simultaneously enforcing rigorous, sustainable spatial controls to protect vulnerable island ecosystems from systemic environmental degradation and unauthorized spatial deviations (Wiryawan et al., 2026; Islam & Fikri, 2025).

The empirical realities of Rote Ndao Regency, the southernmost regency of Indonesia, clearly demonstrate this structural tension between rapid economic acceleration and spatial governance constraints (Prescott et al., 2015). Over the past decade, the island has transitioned from an isolated maritime outpost into a prominent destination for global marine recreation, eco-tourism, and professional wave-surfing (Gana et al. 2024). According to formal statistics released by the Central Bureau of Statistics of Rote Ndao Regency for the year 2023, the island experienced a significant surge in tourist arrivals, documenting a total of 6,080 foreign tourists alongside 10,135 domestic tourists. This statistical shift confirms that Rote Ndao has established a strong foothold within the competitive international tourism market.

This rapid influx of visitors has altered the socio-ecological landscape of the island, primarily concentrating capital accumulation and structural development along the fragile coastal zones (Ninef, Adrianto, & Rehatta, 2025). This market pressure has driven an expansive transformation of land use across the region. Areas that were previously designated as ecological buffers, open vacancies, communal agricultural gardens, or traditional livestock grazing fields are being systematically converted into commercial assets, including boutique hotels, homestays, restaurants, cafes, and retail facilities. Geographically, this rapid spatial restructuring is heavily concentrated within the marine tourism corridors of the West Rote District (Wisesa, 2025). The physical landscape stretching across the administrative boundaries of Desa Sedoen, Desa Nemberala, Desa Oenggaut, and Desa Bo'a has rapidly transformed into a contiguous strip of commercial tourism infrastructure.

The core structural challenge within Rote Ndao's tourism development lies in the severe divergence between statutory spatial zoning regulations and these empirical field realities (Neef, 2021). Under the formal legal framework of the region, specifically formulated in Article 33 Paragraph 2 of the Rote Ndao Regency Local Regulation Number 7 of 2013 concerning the Regional Spatial Plan of Rote Ndao Regency, the state formally identifies and delineates natural tourism zones. This statutory mandate explicitly prescribes that the natural tourism designations within West Rote District are limited to specific coastal areas, namely Nemberala Beach and Bo'a Beach.

In reality, however, almost all supporting tourism facilities built throughout Desa Sedoen, Desa Nemberala, Desa Oenggaut, and Desa Bo'a sit entirely outside these legally

designated zones. Instead, these commercial establishments are built on lands strictly reserved for dryland agriculture, communal grazing fields, protected plantation zones, and highly restricted coastal buffer zones as established by the official Cultivation Area Plan Map and Spatial Pattern Plan Map. This structural divergence introduces severe systemic risks regarding legal certainty, regulatory compliance, and ecological sustainability. It creates profound institutional conflicts when local government agencies attempt to issue formal location permits, land tenure rights, or land-use authorizations to private developers and local business owners.

To resolve long-standing bottlenecks in spatial compliance and investment licensing across the archipelago, the Indonesian central government implemented a major regulatory overhaul (Wen et al., 2022; Indra et al., 2026). This structural shift was anchored by the enactment of Law Number 11 of 2020 concerning Job Creation and its derivative administrative regulation, Government Regulation Number 21 of 2021 concerning the Implementation of Spatial Planning (Sambodo, Silalahi, & Handoyo, 2026). This legislation fundamentally restructured the licensing paradigm by replacing traditional, multi-layered spatial permits with a streamlined framework known as the Conformity of Spatial Utilization Activities (Haridhi, 2025).

Under this modern governance design, the Conformity of Spatial Utilization Activities framework is positioned to serve as the definitive "single reference" for all spatial utilization across both national and sub-national jurisdictions. The institutional goal of integrating spatial validation into a single administrative instrument is to establish a transparent, legally certain, and highly efficient investment climate. By standardizing spatial permits, the state aims to attract high-value private capital, stimulate regional economic performance, and elevate public welfare. In the context of growing tourism hubs like Rote Ndao Regency, the Conformity of Spatial Utilization Activities instrument is intended to balance competing priorities: accommodating commercial tourism growth and investment while enforcing long-term sustainability goals.

In terms of operational administration, the issuance of a Conformity of Spatial Utilization Activities permit depends on the digital and regulatory maturity of the local government's spatial planning database. The legal framework establishes two separate operational mechanisms based on the integration of local spatial data into the national Online Single Submission ecosystem: (a) The Approval Mechanism: Applicable in jurisdictions and districts that have not yet formulated a Detailed Spatial Plan or whose Detailed Spatial Plan has not yet been digitally integrated into the national Online Single Submission system. In these cases, permits require a comprehensive, manual assessment by regional spatial sub-committees; (b) The Confirmation Mechanism: Utilized within advanced jurisdictions that possess an active, legally binding Detailed Spatial Plan fully synchronized with the digital Online Single Submission platform. This mechanism enables automated validation, providing instant clearance if the proposed investment aligns with the digital zoning parameters.

Despite the clear theoretical and regulatory objectives of the national Conformity of Spatial Utilization Activities framework, its field implementation in peripheral regions remains highly problematic. Although these structural mechanisms have been active nationally for approximately five years, the empirical execution of the Conformity of Spatial Utilization Activities framework within Rote Ndao Regency continues to face severe structural bottlenecks, institutional friction, and operational delays. These implementation failures appear across multiple administrative dimensions, including vague procedural requirements, complex inter-agency coordination mechanisms, and prolonged operational times for final permit validation.

These administrative delays run counter to the core objectives of national regulatory reform. Instead of creating a smooth, attractive environment for sustainable tourism

investment, the current operational state of the Conformity of Spatial Utilization Activities system in Rote Ndao acts as an institutional barrier that slows down local tourism investments and delays the formalization of local businesses. Because Rote Ndao lacks an integrated digital Detailed Spatial Plan, it must rely on manual approvals, which struggle to keep pace with rapid coastal commercialization. This regulatory gap allows unpermitted construction to continue in agricultural and coastal buffer zones, worsening spatial plan deviations.

This academic inquiry addresses these critical challenges by examining the operational conflicts, administrative barriers, and spatial planning discrepancies that affect space-utilization licensing within the developing tourism corridors of Rote Ndao Regency. This study evaluates the structural friction between local land practices, outdated regional spatial planning frameworks, and the modernized national mandates of the Conformity of Spatial Utilization Activities framework. By exploring the root causes of these administrative delays and zoning violations, this article provides practical, policy-driven recommendations to help local governments balance economic goals, regulatory requirements, and environmental preservation. Ultimately, this research aims to identify a sustainable path forward for public governance, where automated spatial verification and proactive local administration can foster a resilient, well-regulated tourism ecosystem in Rote Ndao.

METHOD

This research uses a descriptive qualitative approach. In conducting social program (policy) evaluations, qualitative research is the most appropriate method (Guba & Lincoln, 1994). To collect data and information, the researcher conducted in-depth interviews and collected primary data relevant to the research problem. According to Creswell and Creswell (2017), there are three data collection techniques: interviews, observation, and document study. This research approach aims to understand and evaluate the process and challenges faced in issuing spatial use permits in developing tourism areas in Rote Ndao Regency since the implementation of the Spatial Utilization Activity Conformity Approval mechanism. To obtain the required data, in-depth, unstructured interviews were conducted with informants who were familiar with the Spatial Utilization Activity Conformity Approval Policy, understood the local culture, and directly witnessed events, or participated in activities there. Therefore, interviews were conducted at agencies such as the Rote Ndao Regency Land Office, the Rote Ndao Regency Investment and One-Stop Integrated Services Agency, the Rote Ndao Regency Public Works and Spatial Planning Agency, applicants/business actors, and the community surrounding the tourism area. To assess the level of labor absorption in the tourism area, interviews were conducted with the Rote Ndao Regency Manpower and Transmigration Agency, the Rote Ndao Regency Central Statistics Agency, and local village heads.

The obtained information was then processed using data reduction techniques by selecting information focused on the research objectives, then summarizing the data from interviews, observations, and documents to organize it. The data was then presented in narrative form, tables, and diagrams based on the interpretation. The final step is drawing conclusions and verifying them (concluding drawing and verification), and ensuring validity using triangulation techniques.

The policy analysis utilizes the policy analysis theory proposed by William N. Dunn to determine the extent to which the issuance of the Spatial Utilization Activity Suitability Approval creates a conducive climate for investment and tourism development in Rote Ndao Regency, based on six indicators: effectiveness, efficiency, adequacy, equity, responsiveness, and accuracy.

RESULT AND DISCUSSION

The research was based on William N. Dunn's policy evaluation theory, comprising six indicators: effectiveness, efficiency, adequacy, equity, responsiveness, and accuracy. These indicators are used to assess the extent to which the issuance of Spatial Utilization Activity Conformity Approvals can accommodate the acceleration of investment activities aligned with spatial utilization. In this case, investment activities related to supporting developing tourism activities and ensuring they align with spatial utilization in Rote Regency, specifically in the tourism areas of Sedeen Village, Nemberala Village, Oenggaut Village, and Bo'a Village, West Rote District.

Effectiveness

Effectiveness relates to the level of policy success in achieving predetermined objectives. The issuance of Spatial Utilization Activity Conformity Approvals aims to create a conducive climate by streamlining the licensing process. The Spatial Utilization Activity Conformity Approvals guarantee the alignment of business plans with local spatial plans.

Following up on Government Regulation Number 24 of 2018 concerning Electronically Integrated Business Licensing Services, the Minister of Agrarian Affairs and Spatial Planning/Head of the Land Agency issued Regulation Number 15 of 2018 concerning Technical Considerations for Land in response to the implementation of the Online Single Submission. Then, Law Number 11 of 2020 concerning Job Creation and Government Regulation Number 21 of 2021 concerning the Implementation of Spatial Planning were issued, resulting in the issuance of the Spatial Utilization Activity Conformity Approval as a single reference for spatial utilization and the issuance of land rights. Since then, the number of licensing applications has decreased, not only due to the sluggish economic conditions following the Covid-19 pandemic, but also due to difficulties for applicants/business actors in submitting applications due to a lack of information regarding application procedures, which are considered new in licensing, and a lack of qualified service officers. The transition from location permits to technical land considerations for the issuance of Spatial Utilization Activity Suitability has not been as smooth as envisioned. Limited understanding between applicants/businesses and service officers has led to several errors during the Conformity of Spatial Utilization Activities issuance process, such as unfamiliarity with required documents, errors in filling out application data, and incorrect selection of business categories, resulting in the automatic issuance of business permits that should have been categorized as macro businesses. Applicants/businesses have experienced increased complexity due to the need to coordinate back and forth with relevant agencies/institutions, while a system that should simplify and streamline the licensing process has not met expectations.

The issuance of permits/conformity of spatial utilization activities in Sedeen Village, Nemberala Village, Oenggaut Village and Bo'a Village, West Rote District uses the Approval of Conformity of Spatial Utilization Activities, not using the Confirmation of Conformity of Spatial Utilization Activities, this is because the area does not yet have a Detailed Spatial Plan that is integrated with the Online Single Submission. The issuance of the Approval of Conformity of Spatial Utilization Activities refers to the Regional Regulation of Rote Ndao Regency Number 7 of 2013 concerning the Spatial Planning of Rote Ndao Regency. The verification process of spatial compliance that refers to the Regency Spatial Planning which has a larger scale so that it risks causing bias and is not as detailed as that contained in the Detailed Spatial Planning which has a smaller scale. Although in accordance with Article 33 paragraph 2 of Rote Ndao Regency Regional Regulation Number 7 of 2013 concerning the Spatial Planning of Rote Ndao Regency, Nemberala Beach and Bo'a Beach Tourism in West Rote District are designated for tourism activities, so far the application for

the issuance of the Suitability of Spatial Utilization Activities to support tourism activities in Sedoen Village, Nemberala Village, Oenggaut Village to Bo'a Village is located in the area of grazing land, residential land, dry land agriculture, plantation land and coastal border areas. In tourism activities in the coastal border area, it is a challenge faced by the relevant agencies/agencies due to the absence of smaller scale spatial planning documents that can support the permit granting process, on the other hand the tourism potential that is owned only comes from marine nature tourism located along the coast.

As time goes by, the number of applications related to licensing has returned to normal due to the urgency of investment activities which must continue and be able to be accommodated by the relevant agencies/agencies. Currently, social media is used to provide information, although it has not been maximized, service counter officers at the Rote Ndao Regency Land Office and the Rote Ndao Regency Investment and One-Stop Integrated Services Service, as well as field officers from the Rote Ndao Regency Land Office, Public Works and Spatial Planning Service, and the Rote Ndao Regency Investment and One-Stop Integrated Services Service have been able to provide information that can help and make things easier for applicants. in the application submission process. Although sometimes applicants are often confused about the status on Online Single Submission when it states "Waiting for Verification" with a period of time that is considered quite long, whereas when asked at the relevant service/agency the answer given is less than satisfactory because the status is stated to be still awaiting verification at the central level.

The process of issuing Conformity for Space Utilization Activities in West Rote District, especially in Sedoen Village, Nemberala Village, Oenggaut Village and Bo'a Village, is currently still using the Conformity Approval for Space Utilization Activities because the Detailed Spatial Planning Plan around these areas is still in the preparation stage. Approval for Conformity of Spatial Utilization Activities in terms of supporting tourism activities can be given to areas that are not included in the coastal border area, paying attention to the suitability of the regional spatial planning by referring to the Rote Ndao Regency Regional Regulation Number 7 of 2013 concerning the Rote Ndao Regency Spatial Planning Plan, paying attention to environmental sustainability and supporting sustainable coastal use. It is rare to find data synchronization between agencies because the system used is integrated and uses one data. Apart from that, even though there is no budget to hold meetings in the Spatial Planning Forum (FPR), related agencies/agencies still coordinate indirectly. The data and maps are still not in sync, namely in terms of administrative area boundaries, this is because Rote Ndao Regency has just expanded its administrative area.

Efficiency

Efficiency in terms of Evaluation of Issuance Policies for Suitability of Space Utilization Activities is related to the comparison between the resources used and the results obtained. Issuance of Conformity of Space Utilization Activities is designed to simplify and speed up the licensing process in accordance with regional spatial planning plans. In general, the system implemented is digital-based, starting from the application process, scheduling of field inspections to the results published, but in the process it requires manual coordination between the applicant and the relevant agencies/agencies, especially when the schedule for carrying out field reviews by agencies/agencies cannot be carried out simultaneously. Not only does it require more time, but it can also cause increased transportation costs for officers that must be prepared by the applicant. Even though information and assistance from service counter officers or field officers is available, it has not been able to reach all levels of society as applicants/business actors due to differences in the level of understanding of applicants, this can be seen from the number of applications submitted using power of attorney, so of course this causes applicants to incur a number of costs to be able to submit applications.

Based on Article 15 paragraph (2) of the Minister of Agrarian Affairs and Spatial Planning/National Land Agency Regulation Number 13 of 2021, the issuance of Approval for Conformity of Space Utilization Activities is carried out no later than 20 days after the application requirements are declared complete and payment of Non-Tax State Revenue is received. In general, so far the time required for the process of issuing the Conformity Approval for Space Utilization Activities in Rote Ndao Regency has been running in accordance with the service operational standards that have been determined. Several things have become obstacles in hampering the issuance process, such as when there are errors when verifying the required requirements so that the applicant must complete them while the process is in progress, lack of information provided by the authorized person during the field inspection, the authorized official not being in place and when there is a change in employees on duty at the relevant service/agency.

The process of issuing Conformity of Space Utilization Activities will run efficiently when what is issued is Confirmation of Conformity of Space Utilization Activities because all the required systems have been integrated. The conditions that occur in the issuance of Approval for Conformity of Space Utilization Activities in developing tourism areas in Sedoeen Village, Nemberala Village, Oenggaut Village and Bo'a Village, West Rote District - Rote Ndao Regency show the paradox of bureaucratic digitalization, namely the use of electronic systems which should speed up the service process but are not yet fully able to reduce administrative complexity in the field.

Adequacy

The adequacy indicator looks at the extent to which the policy made is able to meet needs, in this case the parameter measured by the adequacy indicator is the extent to which the policy is able to minimize spatial conflicts caused by tourism support activities in Sedoeen Village, Nemberala Village, Oenggaut Village and Bo'a Village which are located in West Rote District, Rote Ndao Regency. The existence of supporting facilities for tourism activities in the area generally takes the form of tourist accommodation, cafes and restaurants located along the coast, if not managed properly it can cause various conflicts. The local government is faced with a condition where the greatest potential it has comes only from natural marine tourism, and the protection of coastal areas where the coastline is a protected area whose use must be controlled in order to maintain environmental sustainability and public access to coastal areas. There is a need for more detailed derivative regulations regarding the use of coastal border areas for tourism activities. Several other conflicts that can arise include social conflicts, namely the emergence of privatization of public spaces in coastal areas so that people can no longer pass through certain areas so that fishermen's access becomes limited. Development along coastal borders that does not pay attention to environmental sustainability can damage coastal ecosystems, resulting in abrasion on beaches, damage to vegetation and loss of catchment areas. Coastal areas have many functions, not only marine products but also tourism, conservation areas, sea transportation and social spaces for traditional community activities. Investment in tourism activities on the coast often benefits investors more than local communities, giving rise to social jealousy, local communities losing living space, and uncontrolled increases in land selling prices. Space use conflicts, social conflicts and environmental conflicts arise due to an imbalance between increasing tourism activities and the principles of sustainable spatial planning control.

The development of tourism in Sedoeen Village, Nemberala Village, Oenggaut Village and Bo'a Village which are located in West Rote District, Rote Ndao Regency is starting to give rise to space utilization conflicts and social conflicts, as stated in Article 33 paragraph 2 of Rote Ndao Regency Regional Regulation Number 7 of 2013 concerning Rote Ndao

Regency Spatial Planning, Nemberala Beach Tourism and Bo'a Beach in West Rote District are intended for tourism activities, but the situation in the field shows that the existence of tourism supporting activities is in grazing land, residential land, dry land agriculture, plantation land and coastal border areas. Social conflicts related to the privatization of public spaces in coastal areas are starting to emerge, so that local communities and domestic tourists have limited access to certain areas. This is due to a lack of understanding that land rights can be granted to coastal border areas which do not function as absolute protection, but still pay attention to coastal protection functions, public access, spatial suitability and sustainable environmental sustainability. The local community does not yet have the awareness to manage the land assets they own along the coast, so their mindset is only limited to selling the assets they own and having the opportunity to work at existing business premises. This then has an impact on social jealousy and an increase in the selling price of land because people are competing to release land rights permanently. On the other hand, the use of space to support tourism activities carried out by investors in Sedoeen Village, Nemberala Village, Oenggaut Village and Bo'a Village, West Rote District, Rote Ndao Regency pays more attention to environmental sustainability by maintaining natural vegetation.

The Policy for Issuing Suitability of Space Utilization Activities is not sufficient as an instrument for controlling space in tourism development in Sedoeen Village, Nemberala Village, Oenggaut Village and Bo'a Village, West Rote District, Rote Ndao Regency. There is also the unavailability of a Detailed Spatial Planning Plan as a technical basis for more detailed spatial utilization and the Regent's Regulation which regulates the Use of Coastal Border Areas in Tourism Areas. If the use of space in the coastal border area is truly implemented without any tourism support activities, there will be a risk of decreasing investment as part of local original income in Rote Ndao Regency. In addition, supervision after permit issuance has not been carried out optimally, resulting in potential deviations in space utilization that are not in accordance with the terms and conditions that have been given. Thus, seen from the adequacy aspect, the Issuance of Suitability of Space Utilization Activities is not fully able to answer the need for control and utilization of space in developing tourism areas.

Equity

The equity indicator emphasizes fairness, examining the distribution of benefits and perceived policy impacts, such as opportunities to conduct business activities to support tourism, the treatment of spatial use activity suitability permits for small (micro) and large (macro) businesses, and ease of access to digital systems. Many tourism-supporting activities exist in Sedoeen Village, Nemberala Village, Oenggaut Village, and Bo'a Village, West Rote District, Rote Ndao Regency. The most prominent activities are identified by several businesses, such as: (1) Tourist accommodation; (2) Eateries; (3) Sales of local crafts; (4) Vehicle rentals; (5) Shops or kiosks.

The existence of these aforementioned business activities has been evident since the introduction of tourism activities in these locations. Local communities have the opportunity to engage in business activities such as providing local food, selling local crafts such as local woven fabrics, vehicle rentals, and running shops or kiosks. However, the provision of tourist accommodation is still dominated by investors. This is due to the local community's mindset and limited access to business capital. Generally, local residents who own land rights in Sedoeen Village, Nemberala Village, Oenggaut Village, and Bo'a Village, West Rote District, Rote Ndao Regency, prefer to relinquish their land rights permanently and leave them for investors to develop businesses that support tourism, rather than lease the land for a fixed period. Only a small number of businesses operate as accommodations with land rights

leased from their owners. However, there are still several tourist accommodations owned by the local community.

Local community participation is not limited to opening businesses that support existing tourism activities; the existence of existing tourist accommodations also creates new jobs for the local community, from the initial development stage until the accommodations are operational. People working in existing tourist accommodations are equipped with skills appropriate to their respective positions. The lack of local community involvement in business activities, particularly the provision of tourist accommodation, is not due to the difficulty of the permitting process, but rather because the process of releasing land rights to investors is more attractive than the long-term benefits of providing tourist accommodations by the local community. Local communities, who lack the knowledge and skills to navigate the land release and permitting process, are significantly assisted by the presence of service personnel at relevant agencies and third-party providers.

Generally, all tourist attractions in Sedoeen Village, Nemberala Village, Oenggaut Village, and Bo'a Village, West Rote District, Rote Ndao Regency, which consist of beach tourism, are freely accessible without any fees. However, this situation has changed when tourist accommodations are built along the coastal border, leading to the privatization of coastal space, reducing access not only for tourists but also for local communities. There are policies in place that require all landowners along the coastal border to provide access to the coastline, preventing direct access to the coastline. However, this is often ignored by investors building tourist accommodations. If the tourist attractions in Sedoeen Village, Nemberala Village, Oenggaut Village, and Bo'a Village in West Rote District, Rote Ndao Regency, are properly managed from the village level to the local government level, conflict will certainly be avoided and the welfare of the local community can be further improved. Other potential developments in this tourism area include the provision of various culinary tourism utilizing local seafood and cultural festivals such as regional dances, hus rituals, palm sap tapping, and playing the sasando musical instrument. These potential tourism activities can only be carried out by the local community, thus providing additional income for the welfare of the community and the local tourist attractions.

It can be concluded that although local communities are generally not directly involved in the application process for the issuance of Spatial Utilization Activity Conformity Approvals for existing tourism activities, and the Spatial Utilization Activity Conformity Approvals requested to support tourism activities are not yet in accordance with the land's intended use due to their location in coastal areas, local communities nonetheless feel that tourism activities benefit from the creation of new jobs and opportunities for local communities to pursue other business activities, as previously they had been engaged in fishing, local craftwork, and the utilization of plantation and forest products. Although the decision by local communities to relinquish their land rights and work in available tourist accommodations only provides short-term benefits, government attention and community involvement in more detailed decision-making and policies, as outlined in the Spatial Utilization Activity Conformity Approvals, are needed for the sustainability of tourism activities and the preservation of the local community.

Responsiveness

The responsiveness indicator relates to the ability of service personnel (relevant agencies/departments) to address obstacles/complaints faced by applicants, as well as the policy's ability to respond to community needs. In other words, how the Spatial Utilization Activity Conformity Approval is addressed in Rote Ndao Regency in general, and the tourism areas of Sedoeen Village, Nemberala Village, Oenggaut Village, and Nemberala Village, West Rote District in particular.

The issuance of Spatial Utilization Activity Conformity Approvals tends to be oriented toward accelerating investment activities rather than prioritizing the system's user-friendliness. The Online Single Submission system, which has not been integrated with the Detailed Spatial Planning document, and the absence of other relevant regulations in Rote Ndao Regency, has led to conflicting spatial utilization guidelines. The lack of public awareness of the use of the Online Single Submission for issuing Conformity of Spatial Utilization Activities documents at the initial stage of its implementation has caused confusion not only among applicants/business actors but also among service personnel at relevant agencies/institutions during the process of issuing Conformity of Spatial Utilization Activities documents in Rote Ndao Regency. Ease of licensing and investment should be felt by all levels of society, not just certain groups, and should be accompanied by system readiness.

In general, the capability of service personnel in issuing Conformity of Spatial Utilization Activities documents in Rote Ndao Regency has significantly improved compared to the initial implementation. Although there is no dedicated officer at the service counter to handle complaints related to the issuance of Conformity of Spatial Utilization Activities, applicants will receive guidance and instructions from the relevant officer when needed. To date, officers serving in the Rote Ndao Regency who are issuing the Conformity of Spatial Utilization Activities certificates have been equipped with the skills through various outreach activities and technical guidance conducted in person and online by the central government.

There was no specific assessment of applicant satisfaction with the service provided for the Conformity of Spatial Utilization Activities certificates in Rote Ndao Regency, either at the Rote Ndao Regency Public Works and Spatial Planning Office, the Rote Ndao Regency Investment and One-Stop Integrated Services Office, or the Rote Ndao Regency Land Office. However, applicants expressed satisfaction with the service provided and benefited from the information provided when encountering problems. Applicants tended to prefer communicating directly with field officers rather than using the service number available through the Online Single Submission system.

It can be concluded that the level of responsiveness with the policy of issuing Conformity for Space Utilization Activities as seen from the aim of the activity of publishing Conformity for Space Utilization Activities, namely creating a conducive climate for investment by providing convenience in the licensing process in Rote Ndao Regency in general and the tourism area in Sedoeen Village, Nemberala Village, Oenggaut Village and Bo'a Village, West Rote District in particular, is still low, this can be seen from investment activities which are continuing as expected, but the applicant feels The licensing process becomes more complicated and slightly hampered by the existence of a system for publishing Conformity for Space Utilization Activities via Online Single Submission. The factors that cause the responsiveness of the policy for issuing Conformity of Space Utilization Activities are not yet fully ready, as well as service users, in this case service officers and applicants, who are still learning to adapt to the system in place, however, service officers at the relevant agencies/agencies can help overcome the obstacles faced by applicants.

Accuracy

Accuracy indicators are used to see to what extent the issuance of Conformity of Space Utilization Activities can be an appropriate instrument in controlling space utilization, so as to create suitability for activities and space utilization thereon, in this case whether the issuance of Conformity of Space Utilization Activities can be an instrument for controlling space utilization in the developing tourism area in Sedoeen Village, Nemberala Village, Oenggaut Village and Bo'a Village, West Rote District, Rote Ndao Regency.

Issuance of Conformity of Space Utilization Activities through Confirmation of Suitability of Space Utilization Activities makes the licensing process easier compared to areas that do not yet have a Detailed Spatial Planning Plan which must go through Approval of Conformity of Space Utilization Activities, as is the case in Sedoeen Village, Nemberala Village, Oenggaut Village and Bo'a Village, West Rote District, Rote Ndao Regency. The policy for issuing Suitability of Space Utilization Activities has indeed considered regions that do not yet have a Detailed Spatial Planning Plan through the Approval of Suitability of Space Utilization Activities mechanism, but has not considered regional readiness in institutional aspects, data integration or technical capacity. In practice, the absence of detailed spatial planning documents and other related regulations has the potential to create spatial planning conflicts and other conflicts of interest, this is due to different references in the use of regulations and differences in views between sustainable space use and tourism development interests.

The characteristics of coastal areas are the main potential in Rote Ndao Regency, so regulations are needed that can accommodate tourism activities that are currently developing in Sedoeen Village, Nemberala Village, Oenggaut Village and Bo'a Village, West Rote District, where the use is often in grazing areas, plantation areas, dry land agricultural areas and coastal border areas so that in the future it does not cause conflict and still pays attention to environmental sustainability. Differences in perception and views arise from each decision maker due to the lack of detailed regulations as a reference in providing considerations and decisions.

The issuance of Conformity of Space Utilization Activities which refers to the Regional Spatial Planning Plan causes the allocation of space utilization to be absolutely in accordance with what is directed in the Regional Spatial Planning document, however, in the issuance of Conformity of Space Utilization Activities which refers to the Detailed Spatial Planning Plan, directions for space utilization that support activities in certain areas can be given by fulfilling the terms and conditions provided, therefore in the publication of Conformity of Space Utilization Activities technical considerations can be issued with criteria. appropriate, conditionally appropriate to not appropriate.

So far, the terms and conditions for the issuance of the Approval for Conformity of Space Utilization Activities have been given for the use of space which is included in the conditionally appropriate criteria, but there has been no follow-up such as supervision and control from the relevant agencies/agencies over the Approval for Conformity of Space Utilization Activities issued, this is because there has been no initiative by the relevant agencies/agencies to carry out these tasks and budget limitations, therefore no violations have been found by business actors/applicants of permits with certain terms and conditions given.

Evaluation of the issuance of the Approval of Suitability of Space Utilization Activities in Sedoeen Village, Nemberala Village, Oenggaut Village and Bo'a Village, West Rote District, Rote Ndao Regency continues to be carried out based on the knowledge gained, in addition to the change in decision-making officials who have different perceptions and views also influence the decision to issue the Approval of Suitability of Space Utilization Activities given, giving rise to criticism as an evaluation of the issuance of the Approval of Suitability of Space Utilization Activities in the Village. Sedoeen, Nemberala Village, Oenggaut Village and Bo'a Village, West Rote District, Rote Ndao Regency, which are developing tourism areas. Evaluation of the issuance of Approval for Conformity of Spatial Utilization Activities includes restrictions on tourism activities in coastal border areas until there is a Detailed Spatial Planning Plan document and other derivative regulations in that area. This will certainly have an impact on investment activities in Rote Ndao Regency in general, most of which comes from investment in tourism areas in Sedoeen Village, Nemberala Village, Oenggaut Village and Bo'a Village, West Rote District.

Issuance of Suitability of Space Utilization Activities will be the right instrument in facilitating investment permits and controlling space utilization, in this case sustainable tourism development if it has a Detailed Spatial Planning Plan and Zoning Regulations document as well as regent regulations that can accommodate tourism activities and use of coastal borders. The Detailed Spatial Planning Plan which has been integrated with Online Single Submission will provide convenience in the licensing process because the issuance of Conformity for Space Utilization Activities will automatically be issued via Confirmation of Conformity for Space Utilization Activities. Directions for permitted use of space will be given in accordance with activities that support the tourism area, so as to minimize conflicts that occur in the future. In addition, the published Conformity of Space Utilization Activities should have a validity period of a certain period in order to fulfill the function of periodically controlling space utilization.

CONCLUSION

Based on the research results and discussion above regarding the challenges faced in issuing spatial utilization permits through the Spatial Utilization Activity Suitability policy in developing tourism areas in Rote Ndao Regency, it can be concluded that the Spatial Utilization Activity Suitability policy has not been optimally implemented in supporting spatial utilization control and sustainable tourism development, as well as creating a conducive climate for investment. Policy evaluation using William N. Dunn's theory indicates that various challenges remain in terms of effectiveness, efficiency, adequacy, equity, responsiveness, and policy accuracy.

In terms of effectiveness, the Spatial Utilization Activity Suitability policy serves as a legal instrument to support investment activities and control spatial utilization. Its implementation is still in the process of being improved to provide certainty and convenience for applicants as investors. This is influenced by differences in access and verification levels between regional and central governments, limited user understanding of the system used, and the lack of a Detailed Spatial Planning Plan integrated with the Online Single Submission, leading to differing interpretations of spatial utilization in coastal areas for tourism development. In terms of efficiency, the policy for issuing the Conformity of Spatial Utilization Activities in Sedoeen Village, Nemberala Village, Oenggaut Village, and Bo'a Village, West Rote District, Rote Ndao Regency has not been able to fully simplify the licensing service process. Although the administrative process is digitally based, coordination is still carried out manually and is adjusted to the availability of time for officers from each service/agency, causing the service process to take longer and incur additional costs. This is because the Conformity of Spatial Utilization Activities issued in the form of a Conformity of Spatial Utilization Activities Approval would be much more efficient if it had gone through the Conformity of Spatial Utilization Activities mechanism.

The policy for issuing the Conformity of Spatial Utilization Activities has not been able to optimally control the use of space in tourism areas along the coastline of Sedoeen Village, Nemberala Village, Oenggaut Village, and Bo'a Village, West Rote District. This is because the issuance of the Conformity of Spatial Utilization Activities only refers to Rote Ndao Regency Regional Regulation Number 7 of 2013 concerning the Rote Ndao Regency Spatial Planning Plan and does not yet have sufficient regulations to accommodate activities in coastal areas and coastal boundaries. The use of larger-scale Regional Spatial Planning documents has led to inconsistencies in the use of smaller-scale spaces, which then has the potential to give rise to social conflicts such as the privatization of public space. Furthermore, the policy for issuing the Conformity of Spatial Utilization Activities, which aims to facilitate investment activities, has not been sufficient to encourage local communities to take a greater role in tourism development investment activities. In contrast to other aspects, in the aspect of

equitable distribution of tourism activities, it has a positive impact on the local community, because the existence of tourism support activities issued through the Approval of the Suitability of Spatial Utilization Activities can improve the local community's economy through land rental and release, business opportunities and new jobs, although the impacts felt like this are relatively short-term. Basically, both the local community and business actors/investors have the same opportunity to support the developing tourism activities in Sedoeen Village, Nemberala Village, Oenggaut Village and Bo'a Village, West Rote District, but the level of understanding and limited capital affect the level of local community participation. Judging from the responsiveness indicator, the policy of issuing the Suitability of Spatial Utilization Activities shows that it has not provided convenience in the licensing process and has not been able to control the suitability of spatial utilization and sustainability in Sedoeen Village, Nemberala Village, Oenggaut Village and Bo'a Village, West Rote District - Rote Ndao Regency in particular, however, system improvements, acceleration of the preparation of the Detailed Spatial Planning Plan in Nemberala and increasing the capabilities of service officers through technical guidance and socialization are sufficient to help overcome the obstacles faced by applicants.

The conditions that occur in Rote Ndao Regency, especially in Sedoeen Village, Nemberala Village, Oenggaut Village and Bo'a Village in West Rote District, where faced with the absence of a Detailed Spatial Planning Plan document which can regulate derivative activities or supporting activities in an area and the development of tourism activities on the coast which is the main potential in Rote Ndao Regency, means that the policy of issuing Suitability of Space Utilization Activities has not become an appropriate instrument for controlling space utilization in the developing tourism area in Rote Regency. Ndao.

Thus, the issuance of the Approval for Conformity of Space Utilization Activities in Rote Ndao Regency in general, and the developing tourism area in Sedoeen Village, Nemberala Village, Oenggaut Village and Bo'a Village in Rote Barat District requires strengthening regulations, increasing institutional capacity, data integration and ongoing monitoring in order to be able to create a balance of interests between investment activities, tourism, environmental sustainability and economic improvement.

Recommendations or policy directions that can be given in this writing are to increase effectiveness in publishing Suitability of Space Utilization Activities in developing tourism areas in Rote Ndao Regency, namely those in Sedoeen Village, Nemberala Village, Oenggaut Village and Bo'a Village, West Rote District, including:

1. Speed up the process of preparing Detailed Spatial Planning Plans and Zoning Regulations in tourism areas in Sedoeen Village, Nemberala Village, Oenggaut Village and Bo'a Village, West Rote District so that they are integrated with Online Single Submission, so that the process of issuing Conformity for Space Utilization Activities can be carried out through a more effective and efficient Confirmation of Conformity for Space Utilization Activities mechanism.
2. Prepare regional regulations that regulate the use of coastal border areas to support sustainable tourism activities.
3. Inclusion of directions for space utilization in accordance with the Spatial Planning in the certificate of land rights owned thereby reducing conflicts over space utilization in its use.
4. Increasing the capacity of human resources as users of the Online Single Submission system, both service officers and the public as applicants through socialization, training and mentoring activities related to procedures for using the Online Single Submission system and directions for space utilization.

5. Determination of the validity period for Conformity of Space Utilization Activities in the context of monitoring and controlling space utilization in accordance with the terms and conditions provided periodically.
6. Increasing community involvement in tourism development through empowerment activities, business development and cultural tourism based on local wisdom, as well as strengthening community institutional and economic capacity so that investment activities in tourism activities can be beneficial evenly and sustainably.
7. Synergy between departments/agencies related to the policy of issuing Suitability of Space Utilization Activities to maintain understanding regarding the balance of investment interests, sustainability of space use and community interests.

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