

FOREST AREA TOURISM VILLAGE MANAGEMENT: REGULATORY ANALYSIS IN KARANGANYAR REGENCY AS AN EFFORT TO REALIZE SUSTAINABLE TOURISM

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Abstract. *The existence of regional autonomy which is a process of decentralization of authority provides space for local governments to regulate and manage their own government affairs and community interests in their territory. One form of authority is in terms of tourism management contained in Article 12 paragraph (3) letter b of Law Number 23 Year 2014 concerning Regional Government. With this authority, the regional government has the right to establish policies to organize tourism management in its area. One of them is Karanganyar Regency which has a lot of tourism potential and there are 29 tourist villages. Therefore, the regulations and policies issued by the Regional Government must be based on the principle of sustainable tourism in accordance with the mandate of the Tourism Law and further contained in Permenparekraf Number 9 of 2021 concerning Sustainable Tourism Guidelines so that the ecological function of the forest is not disturbed. This study aims to analyze the regulation and implementation of tourism village management in the Karanganyar Regency forest area in implementing the principles of sustainable tourism. The method used in this research is normative legal research method, which is legal research from the point of view of applicable norms and is prescriptive. With the research approach used is a statutory approach and conceptual approach. The statutory approach is used to analyze the regulations related to the management of tourist villages in the forest area of Karanganyar Regency. While the conceptual approach is used to analyze legal issues in the management of forest area tourism villages that are associated with the hope of sustainable tourism.*

Keywords: *Forest Area Tourism, Sustainable Tourism, Sustainability, Tourism Decentralization, Tourism Policy.*

1. INTRODUCTION

Regional autonomy is the government's response to various demands from society regarding state and government governance. It reflects the development of democratic life in a country, along with the community's need for better and responsive services. Regional autonomy has a function as a creator of diversity in governance, which is in accordance with the conditions and potential of the community and supports the diversity of society, thus realising a variety of political structures in conveying the aspirations of the community (Jaelani et al.).

Article 1 paragraph (6) of Law Number 23 of 2014 concerning Regional Government explains that regional autonomy is the right, authority and obligation of autonomous regions to regulate and manage their own government affairs and local community interests within the system of the Unitary State of the Republic of Indonesia. With the existence of regional autonomy, Article 18 paragraph (1) of the 1945 Constitution of the Republic of Indonesia explains that the Unitary State of the Republic of Indonesia is divided into provinces and the provinces are divided into districts or cities, where each province, city district has a regional government regulated by law. That way the principle of decentralisation provides space for local governments to be able to formulate their

own policies in several government affairs, in accordance with applicable laws and regulations.

Article 9 paragraph (1) of Law No. 23/2014 explains that government affairs are divided into absolute government affairs, concurrent government affairs and general government affairs. Absolute government affairs are government affairs that include foreign policy, defence, security, judiciary, national monetary and fiscal affairs and religion. Government affairs that are fully authorised by the Central Government (Article 9 Paragraph (2) of Law Number 23 Year 2014 on Regional Government). Then concurrent government affairs are Government affairs that are shared between the Central Government and provincial and district / city regions. Where concurrent government affairs submitted to the Regions become the basis for the implementation of Regional Autonomy. Concurrent government affairs consist of mandatory and optional government affairs.

This provision has implications for the emergence of delegation of authority by the central government to local governments in several Government Affairs. One of them is related to tourism management. Article 12 paragraph (3) letter b states that tourism is one of the Concurrent Government Affairs, so that local governments have the right to establish policies to organise tourism management in their regions.

Local governments are given authority in tourism management because they are considered to be more familiar with the conditions of their region, so that they are able to formulate policies that are in accordance with the real conditions in the field and in accordance with the priorities that have been set. One of the selected government affairs includes the transfer of central government affairs to the regions to determine the sources of tourist attraction, tourism strategic areas, and tourist destinations or it can be said as tourism decentralisation which means that the central government gives authority to the regions to formulate and develop tourist attraction sources, tourism strategic areas, and tourism destinations in accordance with the geographical conditions and conditions that exist in the region.

The Regency / City Regional Government in the field of tourism destinations has the authority to manage district / city tourist attractions, manage district / city tourism strategic areas, manage district / city tourism destinations and determine district / city tourism business registration marks. (Kadir and others., 2018). The existence of decentralisation in the tourism sector greatly affects local governments, one of which is to give greater authority to the regions to manage their own households, especially in terms of tourism. Decentralisation applied in the tourism sector, of course, has also caused various autonomous regions in Indonesia to be encouraged to be able to develop and explore the potential of existing tourism in order to generate regional original income and improve the welfare of the people's lives (Marianata).

In addition, decentralisation in tourism has an important role in regional development. The tourism industry can be a major driver of a region's economic growth, creating jobs, as well as increasing community income and introducing tourists to the culture and natural beauty of a region. As one aspect that has the potential to increase regional income, tourism must be well developed. The decentralisation of tourism provides an opportunity for villages to manage and develop their own tourism potential. The development of tourism villages is one of the efforts to diversify the economy and increase the income of regions that are left behind from the city. The United Nations World Tourism Organisation (UNWTO) proposes a transformative policy direction that can be used as a preference in formulating and implementing affirmative policies towards the recovery of the tourism sector (United Nation).

One of the topics raised in the proposal is the development of tourism villages which has implications for service delivery in remote locations, supporting rural economic growth, providing access to training and job creation, and preserving culture and the environment within the framework of achieving sustainable development goals (SDGs) (United Nation). One form of tourism decentralisation is the management of natural

tourism in the village, where natural tourism is one type of tourism that focuses on natural beauty, one of which is natural beauty in forest areas.

According to the Regulation of the Minister of Environment and Forestry of the Republic of Indonesia Nomor P.13/MENLHK/SETJEN/KUM.1/5/2020 Regarding the Development of Tourism Facilities and Infrastructure, Nature Tourism in Forest Areas is a travel activity or part of the activity that is carried out voluntarily and temporarily to enjoy the symptoms of uniqueness and natural beauty in forest areas. The development of facilities and infrastructure for nature tourism in forest areas must be based on conservation principles, participation principles, education and recreation principles, economic principles, and control principles. Forest tourism is under the authority of the Ministry of Environment and Forestry (MoEF). MoEF has an important role in the development of nature tourism in Indonesia, especially in regulating the use of forest areas for tourism activities. In carrying out its role in developing sustainable nature tourism by taking into account the preservation of forest areas, MoEF works closely with local governments, as well as local communities.

On the other hand, the development of tourist destinations including tourist villages is the authority of local governments based on Law Number 23 of 2014 concerning Regional Government and Law Number 10 of 2009 concerning Tourism. Like Karanganyar Regency in Central Java, which is located on the slopes of Mount Lawu, has a variety of stunning natural tourist beauties and is the main attraction for tourists. With its geographical location on the slopes of Mount Lawu, this Regency offers a cool atmosphere and stunning natural scenery. Karanganyar Regency has a variety of natural attractions such as mountains, waterfalls, tea gardens, and ponds, which attract the attention of tourists from various regions, there are 78 tourist attractions in Karanganyar Regency that are the destination of tourists (Wardani). As well as some tourism in forest areas such as Sekipan Camp, Bumi Perkemahan Pleseran, New Sekipan, dan Bumi Perkemahan Wonomakmur.

Therefore, tourism management in Forest Areas is certainly more vulnerable than other natural tourism management, because forests are areas that have the most ecological functions. To ensure that tourism management in forest areas must be sustainable in accordance with the mandate of the Tourism Law regarding the principles of sustainable tourism, tourism arrangements and policies in Karanganyar Regency must be based on the principles of sustainable tourism management which are regulated in the implementing regulations, namely the Regulation of the Minister of Tourism and Creative Economy Number 9 of 2021 concerning Sustainable Tourism.

This research wants to analyse whether the local regulations relating to Tourism Management in Karanganyar Regency have implemented the mandate of the Tourism Law in an effort to create sustainable tourism. There are several studies that discuss the topic of sustainable tourism before, one of which is a study conducted by Angga Wijaya with the title Strategi Pengembangan Desa Wisata Berkelanjutan di Indonesia dengan pendekatan analisis PASTEL (W. Angga Holman Fasa, B. Mahardhika). What distinguishes this research from previous research is the focus of this research is a tourist village which is located in a forest area, besides that this research will look more at regulatory aspects.

This research is important to do because the true development and development of environmentally sound tourism is not optional, but rather a necessity or absoluteness. However, in practice in the field, various applicable laws and regulations such as Article 4, Article 5, Article 24, Article 25, Article 26, and Article 27 of the Tourism Law that regulate the implementation of tourism on the principle of preserving nature and the environment, with the aim of preserving nature, the environment, and resources that require tourists and tourism entrepreneurs to maintain, preserve the natural and cultural environment.

2. LITERATURE REVIEW

2.1 Theory Legal System Lawrence M Friedman

Lawrence M. Friedman is an American historian and professor of law. Friedman argues that the effectiveness and success of law enforcement lies in the three elements of the legal system written in his book entitled 'The Legal System: Social Science Perspective'. The legal system is all aspects and elements that are arranged as an integrated unit about the law. The legal system consists of legal structure, legal substance, and legal culture (Friedman). Legal structure concerns law enforcement officials, legal substance includes legislation and legal culture is a living law adopted in a society.

2.2 Sustainable Tourism

This theory was coined by Bramwell in 1993. According to him, sustainable tourism is an environmental development that has a positive impact on its surroundings that can be felt for now and the future (Lane). At first the concept of sustainable tourism or sustainable tourism comes from the concept of sustainable development or sustainable development that was raised by the WCED (World Commission on Environment and Development) in 1987, then the World Tourism Organization (UNWTO) raised the concept of sustainability and explained that sustainable tourism is a picture of tourism that prioritises environmental sustainability, cultural and social aspects, as well as the effects of welfare around the area (Tamrin). The concept means that the basics of sustainability are established in order to use resources to the fullest and together maintain and improve the quality of nature (Pinanatri).

According to Sunaryo, a lot of tourism has created anxiety from many fields about negative impacts including social, cultural, and economic fields caused by tourism activities so that it can be said that sustainable tourism can be the answer to existing problems (Agfianto et al.). The basic concept of sustainable tourism development makes the surrounding community, the surrounding environment, and the economy a guide or pillar in its development. The purpose of the basic concept is the balance of community income, empowerment, customs, local values and environmental sustainability around tourist sites (Agfianto et al.).

According to The World Tourism Organization (UNWTO) sustainable tourism is tourism whose implementation takes into account the full economic, social and environmental impacts both now and in the future, besides that sustainable tourism answers the needs of visitors, industry (tourism), the environment and local communities. Sustainable tourism management as stipulated in Law Number 10 of 2009 on Tourism, Law Number 6 of 2023 which amends the Tourism Law Article 26 letters k and l, and Regulation of the Minister of Tourism, Creative Economy Number 9 of 2021 concerning Guidelines for Sustainable Tourism Destinations is an implication of Article 28 H of the 1945 Constitution of the Republic of Indonesia which explains that one of the rights of every person is to be able to live in prosperity and get a good and healthy environment.

Regulation of the Minister of Tourism, Creative Economy Number 9 of 2021 concerning Guidelines for Sustainable Tourism Destinations is a comprehensive reference related to the management of tourism destinations in a sustainable manner so that later it is hoped that the management of protection, utilisation and development of sustainable tourism destination areas can be achieved. In Permenparekraf Number 9 of 2021, it is explained that the main requirement in the application of sustainable tourism destinations is the existence of an organisation (responsible manager) where this organisation is not only a local authority body or the public sector alone but in this application the involvement of various stakeholders such as the government, the public sector and the private sector is needed to achieve goals.

The regulation explains that there are 4 criteria for sustainable tourism destinations, namely: related to sustainable management; cultural sustainability; social and economic sustainability; and finally environmental sustainability. The sustainable tourism

destination criteria are broadly divided into four sections, each with two or three sub-sections where the assessment indicators and supporting evidence are clearly contained in Permenparekraf Number 9 of 2021.

3. RESEARCH METHODS

This research applies a type of normative legal research method, namely legal research to review legal norms, legal principles, legal theories, and so on (Soekanto and Mamudji). This research uses a statute approach, namely an approach by examining and analysing all laws and regulations related to the research topic and a conceptual approach, namely an approach by examining and analysing views and doctrines that grow and develop in legal studies related to the research topic being discussed. The legal materials used in this research consist of primary legal materials and secondary legal materials.

Primary legal materials are in the form of laws and regulations, namely the 1945 Constitution of the Republic of Indonesia, Law Number 10 of 2009 concerning Tourism, Permenparekraf Number 9 of 2021 concerning Guidelines for Sustainable Tourism and Permen LHK Number 13 of 2020 concerning Development of Natural Tourism Facilities and Infrastructure in Forest Areas, Karanganyar Regency Regional Regulation Number 1 of 2024 concerning Tourism Villages, Regional Regulation Number 8 of 2016 concerning Tourism, Regional Regulation Number 6 of 2016 concerning Karanganyar Regency Tourism Development Master Plan 2016-2026. Then secondary legal materials in the form of books, journal articles, and opinions of legal experts related to the research topic. The legal materials were collected through library research and then analysed qualitatively.

4. RESULTS AND DISCUSSION

Karanganyar Regency is a Regency located at 110° 40' - 110° 70' East longitude and 7° 28' - 7° 46' South latitude with a total area of 773.79 km² which is administratively divided into 17 sub-districts. In terms of regional development, the tourism sector is the leading sector of Karanganyar Regency. Karanganyar Regency has 82 tourist objects spread across all sub-districts with various types of tourism, both natural tourism, artificial tourism and cultural tourism.

As an area that has potential in the field of tourism, Karanganyar Regency certainly carries out selected government affairs which have implications for the emergence of delegation of authority by the central government to local governments in terms of tourism management. The regional government of Karanganyar Regency has the right to set policies for organising tourism management in its area (Article 9 Paragraph (4) Letter b of Law Number 23 Year 2014 Concerning Regional Government) .

Karanganyar Regency has regulations or arrangements related to tourism management, including those contained in Regional Regulation Number 8 of 2016 concerning Tourism, Regional Regulation Number 6 of 2016 concerning the Karanganyar Regency Tourism Development Master Plan 2016-2026, and Karanganyar Regency Regional Regulation Number 1 of 2024 concerning Tourism Villages. Because, in addition to having tourist attractions, Karanganyar Regency has approximately 29 tourist villages spread across several sub-districts with the aim of developing community-based tourism that affects economic, social, cultural growth and empowerment of natural resources and environmental carrying capacity (Pemerintah Daerah Kabupaten Karanganyar).

In addition, the policies contained in Karanganyar Regency in managing tourism are explicitly contained in the 2024-2026 Strategic Plan (RENSTRA) of the Tourism, Youth and Sports Office, which explains that the strategy and direction of policies to improve democracy and welfare are supported by the implementation of reforms, bureaucracy; the realization of an innovative Karanganyar in an environmentally sound smart city development concept; and the establishment of competitive community welfare

supported by strengthening environmentally sound infrastructure and sustainable economic growth, focusing on: increasing the role of youth in all aspects of development in the economic field as young entrepreneurs, social and cultural fields; increasing sports achievement and recreation (Rencana Strategis (RENSTRA) Dinas Pariwisata Pemuda Dan Olahraga Kabupaten Karanganyar Tahun 2024-2026).

The Tourism Law explains that the implementation of tourism must be based on aspects of sustainability, which is further explained in Permenparekraf Number 9 of 2021 as a reference for the central government, local governments, and other stakeholders in the development of sustainable tourism destinations. Broadly speaking, the sustainable principle is divided into 4 parts, the first part is related to sustainable management, the second part is related to social and economic sustainability, the third part is related to cultural sustainability, and finally the fourth part is related to environmental sustainability.

These criteria are in accordance with the standards of the Global Sustainable Tourism Council (GSTC) and have been recognised by the United Nations World Tourism Organization (UNWTO), in responding to the challenges of development in the tourism sector today, especially the emphasis on local wisdom issues in Indonesia as well as issues of Cleanliness, Health, Safety and Environmental Sustainability. This guideline is expected to strengthen the traditions and local wisdom of multicultural communities in managing natural and cultural environmental attractions in tourism destinations in an integrated and sustainable manner (Pemerintah Indonesia).

To find out that the Regional Regulation has implemented the principle of sustainable tourism, it is necessary to harmonise the regulations both from the Tourism regulation itself which is the main legal umbrella that explicitly includes the principle of sustainability. However, its implementation is highly dependent on technical documents such as RIPPARDA, which details operational strategies, as well as other local regulations governing spatial planning, the environment, and community empowerment.

Table 1. Karanganyar Regency Regional Regulations Relating to Sustainable Tourism Management

No	Regulations	Linkage of Regulations with Sustainable Tourism Management
1.	Regional Regulation Number 6 of 2016 concerning the Master Plan for Tourism Development of Karanganyar Regency 2016-2026	<ul style="list-style-type: none"> ✓ Tourism Destination Development: Designation of tourism strategic areas that consider environmental, social, and cultural aspects. ✓ Local Community Empowerment: Encouraging active community participation in the management and development of tourism businesses. ✓ Environmental Preservation: Emphasising the importance of preserving nature as the main attraction of tourism.
2.	Regional Regulation Number 1 of 2013 concerning the Regional Spatial Plan of Karanganyar Regency 2013-2032, which has been amended by Regional Regulation Number 19 of 2019	<p>In the context of sustainable tourism, this regulation includes:</p> <ul style="list-style-type: none"> ✓ Zoning of Tourism Areas: The designation of specific areas for tourism development that are adapted to the capacity of the environment. ✓ Protected Areas: Protection of protected and conservation forest areas that buffer ecosystems and natural attractions. ✓ Supporting Infrastructure: Development of environmentally friendly infrastructure to support accessibility to tourist destinations.

3.	Local Regulation No. 5 of 2013 on Environmental Protection and Management	<p>In relation to sustainable tourism, this regulation includes:</p> <ul style="list-style-type: none"> ✓ Environmental Impact Management: Requires every tourism activity to conduct an environmental impact assessment. ✓ Conservation of Natural Resources: Regulates efforts to conserve natural resources that become tourist attractions. ✓ Monitoring and Law Enforcement: Establish sanctions for violations that damage the environment in tourism activities.
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(Source: Author's Creation based on Related Regulations)

It can be said that regulations related to tourism management in Karanganyar Regency already contain the principle of sustainable tourism. However, if further analysed, there are gaps or the principle of sustainable tourism has not been fulfilled optimally, which is explained in the following table:

Table 2. Sustainable Tourism Provisions Not Yet Contained in Local Regulations

No.	Regulations	Provisions that have not been included
1.	Regional Regulation Number 6 of 2016 concerning the Master Plan for Tourism Development of Karanganyar Regency 2016-2026	<ul style="list-style-type: none"> ✓ Lack of Sustainability Indicators: There are no clear quantitative or qualitative indicators to assess sustainability, such as specific carbon footprint reduction targets, biodiversity preservation, or local community engagement. ✓ No Clear Oversight Mechanism: There is no detailed regulation on how supervision of sustainability principles is carried out in tourism projects or businesses. ✓ Does not regulate tourism control that aims to create a conducive business climate, considering environmental carrying capacity and market potential. ✓ Programmes implemented as a form of effort to realise sustainable tourism are not explained in detail. Such as improving DTW cleanliness, improving waste water management, improving waste water management. ✓ Regarding disaster mitigation, it is not explained, where almost 50% of tourism in Karanganyar Regency is natural tourism, mitigation and adaptation efforts to natural disasters are needed. Such as landslides, forest fires, increased waterfall discharge due to high rainfall. ✓ In the aspect of sustainable management, there is no explanation of programmes or efforts to ensure that pioneering tourism can develop, such as efforts to control investment in developed areas, and provide incentives for tourism business investment in undeveloped areas.
2.	Regional Regulation Number 1 of 2013 concerning the Regional Spatial Plan of Karanganyar Regency 2013-2032, which has	No Provisions for Environmentally Friendly Infrastructure: Although it supports the development of tourism infrastructure, the RTRW regulation does not provide technical guidance on infrastructure with minimal environmental impact.

	been amended by Regional Regulation Number 19 of 2019	
3.	Local Regulation No. 5 of 2013 on Environmental Protection and Management	<ul style="list-style-type: none"> ✓ No Focus on Tourism: This regulation is general for all activities, so specific needs for sustainable tourism management (such as tourism waste management) do not receive special attention. ✓ Lack of Incentives for Environmentally Friendly Businesses: There is no regulation on incentives for tourism businesses that contribute to environmental conservation.

(Source: Author's Creation based on Related Regulations)

In general, the three local regulations are not yet optimal in regulating sustainable tourism management in the involvement of local communities, although there is an encouragement to empower communities, but there are no technical arrangements regarding how communities play an active role, including in terms of economic sharing. Furthermore, related to the regulation of waste and carrying capacity of the area, the three local regulations have not explained the limits of pressure on the number of tourists in certain tourist destinations to prevent over-tourism.

Regarding the handling of tourism waste, especially in natural tourism areas, it has not been regulated in detail and there is no focus on climate change mitigation, where there are no specific rules on how the tourism industry in Karanganyar Regency can contribute to climate change mitigation, such as reducing emissions or using renewable energy. Where in Permenparekraf Number 9 of 2021 clearly outlines what indicators must be met in an effort to realise sustainable tourism. However, it has not been implemented in the Karanganyar Regency Regional Regulation in detail.

As is the case when viewed in Badung Bali tourism management which is thick with local culture, which promotes tourism based on Tri Hita Karana as the main potential by using tourism as a vehicle for its actualisation, so that a dynamic reciprocal relationship between tourism and culture is realised which makes both develop synergistically, harmoniously and sustainably to be able to provide welfare to the community, cultural and environmental sustainability. In addition, the Badung Bali Regional Tourism Master Plan clearly and in detail contains efforts, programmes and regulates sustainable tourism management adapted to geographical conditions and local culture.

Meanwhile, in relation to the Tourism Village Regional Regulation in Karanganyar Regency, this regulation is clearer in describing the form of evaluation and monitoring carried out by the Regent or regional apparatus in the tourism sector that has delegated authority from the Regent. This is explained in Article 31 of Local Regulation Number 1 Year 2024 concerning Tourism Villages. In addition to the environmental regulations, there is an assessment of the feasibility of tourist villages, which is regulated in Article 11 paragraph 3 point b, including the availability of infrastructure including transportation facilities and services, electricity facilities, clean water, drainage, and waste treatment.

Regarding evaluation (re-feasibility assessment), it is clearly stated that it is carried out every 4 (four) years as stated in Article 13 paragraph 2 of Local Regulation Number 1 Year 2024. In addition, in Perda Number 1 Year 2024 there are arrangements that require tourism village managers to coordinate with the Village Government, Regional Apparatus, and Regional Apparatus of Central Java Province, so this arrangement already shows the principle of sustainable management. Meanwhile, with regard to the development of tourist villages, it is still guided and implemented in accordance with the Regional Tourism Development Master Plan.

When viewed in the functional hierarchy of laws and regulations, Permenparekraf is

included in the functional hierarchy system of laws and regulations based on the delegation of authority to regulate based on the law. Because in essence, ministerial regulations as one of the legal instruments, are needed in the context of the implementation of state administration, including to implement the provisions of laws and regulations above which explicitly instruct (delegate), or because of government policies that need to be outlined in the form of regulations that are implementing higher regulations (Farida).

Permenparekraf Number 9 of 2021 is a form of implementing regulation of the Tourism Law (central level legislation) in terms and substance that is explained in more detail with regard to Sustainable Tourism. If faced with Regional Regulations, it is clear that the Ministerial Regulation has a higher position (Pratama et al.). Therefore, the implementation of tourism in terms of sustainability must be guided by Permenparekraf Number 9 of 2021. In addition, Karanganyar Regency itself is a Regency whose part of the area is a protected forest area, especially in mountainous areas such as Mount Lawu and its surroundings.

According to Law No. 41/1999, the utilisation of protected forests is limited to area utilisation, environmental service utilisation, and collection of non-timber forest products. In addition to protected forests being utilised as conservation areas that have an important role in maintaining the balance of ecosystems, water resources and biodiversity. Protected forests are also used as environmental service utilisation, which can be said to be a form of business that utilises the potential of environmental services properly and does not damage the environment so as not to reduce its main function. One form of protected forest environmental service utilisation activity in Karanganyar Regency is in the form of potential natural tourist destinations located in forest areas. Such as New Sekipan yang berada di Desa Kalisoro, wisata Bumi Perkemahan Pleseran desa Nglurah, dan Bumi Perkemahan Wonomakmur yang berada di desa Wonorejo.

With the existence of tourism in forest areas, of course, management is different from other natural tourism. This is because the scope of the forest is the authority of the central government, namely the Ministry of Environment and Forestry. Therefore, besides having to be based on the principle of sustainability, tourism in forest areas must also comply with the regulations set by the Ministry of Environment and Forestry, one of which is Minister of Environment and Forestry Regulation Number 13 of 2021 concerning the development of facilities and infrastructure for natural tourism in forest areas. This Ministerial Regulation explains how the provisions for the construction of facilities and infrastructure that must be applied in the management of forest area tourism.

If the regulation of tourist villages in forest areas is analysed with the theory of the legal system put forward by Lawrence M. Friedman, it can be understood that the institution in charge of making, implementing, and enforcing the law (legal structure) is the Karanganyar Regency Regional Government including related agencies, namely the Tourism Office and the Environmental Service and the Regional Finance Agency (BKD). In terms of collaboration in the management of tourist villages in forest areas, it is still not optimal, where in the management of forest area tourist villages there should be collaboration between the local government, community managers and Perhutani. However, the local government is not involved in the collaboration between tourism managers and perhutani, so there is no supervision by the local government on the management of New Sekipan, Bumi Perkemahan Pleseran, and Bumi Perkemahan Wonomakmur.

Regarding the substance of the law, arrangements related to the management of tourist villages in the forest area have not explained in detail how community empowerment efforts, how the cooperation system between local governments, communities and the private sector. How efforts to manage waste and emissions are also not explained in the regulation, so that in realising sustainable tourism has not been

fulfilled. While legal culture, people still do not understand the importance of sustainable tourism management. Several violations of forest area tourism managers are still found, indicating that the community has not obeyed the rules not to damage the environment.

Forest destruction using heavy equipment was found, which was planned to be built for culinary tourism by utilising the natural beauty that occurred in RPH Tlogodlingo, BKPH Lawu Utara, KPH Surakarta, located in Blumbang Village, Tawangmangu. (Perusakan Hutan Karanganyar: Polisi Tetapkan Pelaksana Proyek Sebagai Tersangka - Espos.Id | Espos Indonesia Dari Solo Untuk Indonesia). b This shows that the failure to realise sustainable tourism is due to the three elements of the legal system (Legal Structure, Legal Substance, Legal Culture) not being fulfilled properly and not running effectively.

When viewed from the perspective of ecological justice, where some tourism in the Regency is nature tourism and some are located in forest areas, tourism management should look at the environment. However, in its implementation, there are still problems of forest destruction, disposal of tourism waste (garbage) is not managed properly. So it can be said that tourism in Karanganyar Regency has not maximally seen from the point of view of ecological justice, where sustainable tourism is tourism whose implementation fully considers the economic, social and environmental impacts both currently and in the future.

CONCLUSION

From the discussion, it can be understood that the regulation regarding the management of tourist villages in the Karanganyar Regency forest area has shown a serious direction in realising sustainable tourism. However, there are still obstacles that cause this goal not to be maximally implemented. Because, 3 elements of the legal system have not been fulfilled, problems are still found in the management of tourism in forest areas, the regulations contained in the Regional Regulation do not fully contain the principle of sustainability, both in terms of management where there is not yet maximum synergy between local governments, the private sector and local communities and programmes. In terms of the environment related to waste management, mitigation efforts and adaptation to natural disasters are not explained. as well as the understanding of the surrounding community or tourism managers who do not understand the principles of sustainable tourism.

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