

# Urgency of Pindul Cave Tourism Conflict Management for Efforts to Improve the Welfare of the Gunung Kidul Community

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Submitted: March 27, 2024 | Revised: August 09, 2024 | Accepted: August 22, 2024

## ABSTRACT

The tourism conflict in Gunungkidul Regency with the Goa Pindul tourist attraction has been going on for a very long time and has not been resolved until now. The problems that occur are regarding the dispute over the land of the tourist attraction, the struggle for the management of tourist levies, the transparency of the management of tourist organizations, the price war between tourist organizations, the conflict between the community around the cave and the tourist organization, the poor quality of tourist services, the issue of the sustainability of the cave ecosystem, and the internal conflict of the tourist organization. The formulation of the problem in this writing is how is the Urgency of Goa Pindul Tourism Conflict Management in the Dimension of Justice and how are the Efforts to Improve the Welfare of the Gunungkidul Community in Tourism Regulation. This research method is a type of juridical-normative research. The collection of this research is by examining primary legal materials, secondary legal materials and tertiary materials. The approach used is the legislative approach. Data analysis in this legal research has a qualitative descriptive nature. The results of the discussion are first, inter-group conflict, and second regarding land ownership conflict in the Pindul Cave area carried out with local wisdom is to find the most effective way to resolve the conflict, a collaborative approach, namely a win-win solution where the individuals involved have the same work goals, The last approach is a legal approach, namely conflict resolution can occur in court. However, with the note that the local wisdom approach and the collaborative approach, the local government as a mediator provides a solution that is solubility based on applicable laws and provisions. Second, the interests of resolving this conflict aim to resolve the problem to its roots in order to create prosperity in the community. For this reason, the Gunungkidul Regency Government has the power to take preventive measures as well as repressive measures in order to restore conducive, safe, peaceful and prosperous conditions.

**Keywords:** Write Conflict Management; Pindul Cave Tourism, Welfare, Gunungkidul Regency Government

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## INTRODUCTION

According to the World Tourism Organization (2020), the tourism sector is the third largest economic sector for the world economy. Around 7% of world trade is contributed by the tourism sector. Referring to data from Forbes, during the first ten months of the COVID-19 pandemic, there has been a loss of USD 935 billion worldwide. (Pada et al., 2021: 41) However, currently the mobility of people who are gradually recovering and the Government's efforts to re-promote Indonesian tourism will encourage the growth and development of the industry. (Bank Indonesia, 2020)

Indonesia as a developing country (seen from the increase in per capita income. The Gross National Income of developed countries is around US\$ 12,375, while Indonesia has only reached US\$ 3,840 per capita. With a per capita income of that size, Indonesia is still

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included in the category of a middle-income country) (Yuni et al., 2020) also has special attention to the development of the tourism industry and its development is expected to spur the growth of the Indonesian economy and the surrounding community. In addition, it aims to introduce and care for the nature and culture of Indonesia and also strengthen national and international brotherhood. (Yoeti, 2010: 125)

Tourism development is the development of a tourism destination area, tourism activities are also said to be a multiplier effect, where tourism activities involve many elements and have a positive impact on various elements and have an important role in several aspects, namely economic aspects, social and cultural aspects and aspects of the natural environment. From an economic aspect, it can be a driver of the economy and also contribute greatly to increasing the country's foreign exchange earnings and also local original income and local community income. (Ridwan & Aini, 2019: 2) In addition, from the perspective of a welfare state, the tourism sector can also empower the community's economy, increase business opportunities, encourage environmental sustainability, increase the development of other sectors, introduce national products and local products in order to improve community welfare and most importantly absorb labor and increase employment opportunities for the community. (Didik, 2016: 34) That is what the state does solely as a manifestation of the ideals of a welfare state which is the goal of the Indonesian state in managing and organizing the economy so that it is able to carry out its responsibilities to ensure the availability of basic welfare services at a certain level for its citizens. (Simatupang, 2015: 40)

One of the areas that focuses on tourism development in Indonesia is Yogyakarta. The Special Region of Yogyakarta (DIY) has been famous for its tourism city label. The allure of DIY is supported by another label, namely the city of education. In addition, Yogyakarta's long history, culture, natural conditions, and the atmosphere of the area also strengthen the allure of DIY. As proof, DIY is always crowded with tourists both from within and outside the country. The provincial government (Pemprov) has targeted that by 2025, Yogyakarta will become a leading tourist destination in Southeast Asia. (Yogyakarta City Tourist Spending Analysis Study Report, 2020)

One of the tourist destinations in Yogyakarta located in Gunungkidul Regency, DIY Province is Goa Pindul Nature Tourism which is currently a unique attraction that can provide a positive impact to improve the standard of living of the economy of the community around the tourist area, especially in the Gunungkidul community. The development of tourism in Goa Pindul was also initially prepared not only for domestic tourism but also for foreign tourists, but with the high income and revenue from the existence of this nature tourism, tourism entrepreneurs and local communities compete to gain profit from tourism. The community becomes less concerned with the originality and authenticity and naturalness of nature, the function of nature, and the sustainability of nature. Ignoring the utilization of natural tourist attractions that exceed the maximum limit for the purpose of obtaining maximum profit from time to time will actually damage the natural tourist attraction. The act of excessive utilization of natural tourist attractions is called exploitation of tourist attractions. (Pujani & Sanjiwani, 2017: 17) The existence and progress of this tourism industry on the one hand brings blessings or positive impacts but on the other hand also

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gives rise to new problems that have no solution or way out. In the context of Goa Pindul, which is claimed or acknowledged by the Gunungkidul district government to have contributed or absorbed thousands of new jobs, however, conflicts have continued to arise since the name of this tourist attraction began to be known in the Indonesian community and especially attracted tourists in 2012-2019. Geographically or on the tourist map, Goa Pindul is located in Bejiharjo Village, Karangmojo District, Gunungkidul Regency.

The disputes that arise in the tourist attraction, disputes over tourist land, struggles over management of tourist levies, transparency of management of tourist organizations, price wars between tourist organizations, conflicts between communities around the cave and tourist organizations, poor quality of tourist services, issues of sustainability of the cave ecosystem, and internal conflicts of tourist organizations are problems that have emerged since 2013 until now. The initial findings regarding the causes of these various problems are the existence of unequal power relations between agents who have interests in Goa Pindul. Unequal relations cause communication channels to be hampered so that efforts to bring together various interests in one vision and mission of rural tourism development cannot be achieved. (Widiastuti & Makhasi, 2023:47)

If we look at Article 33 paragraph (1) of the 1945 Constitution, it states that "The economy is structured as a joint venture based on the principle of kinship." The meaning contained in this verse is very deep, namely that the economic system that is developed should not be based on competition and on a very individualistic principle. On the other hand, legal protection, justice and social welfare as regulated in Article 33 of the 1945 Constitution, especially paragraph (3) (Kenedi, 2017: 82) are shared ideals and are a shared interest.

Whereas in tourism management, Law Number 10 of 2009 concerning Tourism in Article 2 has also given a mandate that every tourism development is carried out based on the principles of: a. benefits; b. kinship; c. fair and equitable; d. balance; e. independence; f. sustainability; g. participatory; h. sustainable; i. democratic; j. equality; and k. unity.

Regarding justice, John Rawls provides a scientific meaning of justice in the principle of equality (the equal of principle). These principles are expected to provide the greatest benefit to the less fortunate, and provide confirmation that with equal conditions and opportunities, all positions and offices must be open to everyone. Ensuring the realization of proportional exchange of rights and obligations of the parties. With such a strong emphasis on the importance of providing equal opportunities or opportunities for all parties, Rawls tries to ensure that justice is not trapped in the extremes of capitalism on the one hand and socialism on the other. (Suadi, 2019: 122)

So based on the explanation of the background of the problem above, it can be concluded that the main problems that are interesting to study and analyze include how the Urgency of Goa Pindul Tourism Conflict Management is in the Dimension of Justice and how Efforts to Improve the Welfare of the Gunungkidul Community in Tourism Regulation.

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## METHODS

This research method is a type of juridical-normative research. The collection of this research is by reviewing primary legal materials, secondary legal materials and tertiary materials in the form of research journals, law books related to conflict management, welfare state theory and justice theory. The approach used is the legislative approach because this study will focus on primary, secondary and tertiary legal materials (Marzuki, 2016: 32) especially in previous research on tourism conflicts in Goa Pindul and various legal regulations that are the focus and central theme of a study. (Putra, 2016: 99) Data analysis in this legal research has a qualitative descriptive nature. What is meant is that researchers in analyzing want to provide a description or explanation of the subject and object of research as the results of the research conducted. (Fajar & Achmad, 2013: 88).

## RESULTS AND DISCUSSION

### **Dimensi Keadilan dan Manajemen Konflik**

John Rawls said that the theory of justice was his attempt to generalize and abstract the social contract theory expressed by Locke, Rousseau, and Kant. John Rawls hoped that the theory of justice could be developed so that there would be no more real rejections. The main idea of the theory of justice according to John Rawls is justice as fairness (equality) and Reflective Equilibrium (reflective balance). The theory of justice can be divided into 2 main parts: (1) Interpretation of the initial situation and formulation of various principles that can be chosen, and (2) An argument stating which principles can be used. (Suadi, 2019: 23-25)

John Rawls' two principles of justice are: First, Everyone has an equal right to the broadest basic freedom, as broad as the same freedom for everyone. Second, social and economic inequality must be regulated in such a way that (a) it can be expected to benefit everyone, and (b) all positions and offices are open to everyone. The two principles mentioned by John Rawl are special cases of a more general conception of justice which is explained as follows: All social values-freedom and opportunity, income and wealth, and the bases of self-esteem are distributed equally unless the unequal distribution of some or all of them is to the advantage of all. So injustice is inequality that does not benefit everyone. (Suadi, 2019: 72)

The interpretation of the first principle explains that freedoms must be equal, because citizens of a just society have the same basic rights. The interpretation of the second principle is precisely the phrase "the advantage of all" and "equally open to all". This is because the tourism industry in Goa Pindul is a common right for the community around Goa Pindul or the community that is included in the administrative area of Goa Pindul. So that these rights can be in the form of economic rights that can be carried out by the surrounding community, such as trading/opening diving rentals etc., becoming workers/employees at tourist locations, or even becoming tourism managers. (Suadi, 2019: 73)

The Pindul Cave conflict is very vulnerable to decreased productivity, and will even cause this natural tourist attraction to become unproductive. According to Andi Wahyudi, there must be conflict management in the form of a process of identifying and handling conflicts wisely, fairly and efficiently with three forms of conflict management methods,

conflict stimulation, conflict reduction/emphasis and conflict resolution. Conflict management requires skills such as effective communication, problem solving, and (functional) which can encourage increased productivity if the conflict can be managed properly. However, conflict is usually something wrong that can damage and cause decreased productivity. (Wahyudi, 2015: 38) There is a decrease in the quality of individual performance or a decrease in the quality of group performance, let alone organizations. Increasing complaints from customers due to declining quality, products and slowness in providing services, increasing operational costs of production and decreasing worker motivation. (Kusworo, 2019: 20)

It can be seen that in the Pindul Cave tourism conflict, a social conflict usually occurs because of differences in social interests between the conflicting parties, or the conflict occurs because of a very deep social gap between one group and another, or it is possible that there is an offense that occurs in two different social strata which results in the conflict. (Kusworo, 2019: 51)

### **Outline of the Pindul Cave Conflict as the Focus of the Problem**

The conflict over the management of the Goa Pindul Tourist Object began with the successful management of Goa Pindul pioneered by Subagyo and several of his friends until the charm of Goa Pindul was widely loved and attracted the attention of both domestic and foreign tourists. In 2013, the number of visitors to the Goa Pindul tourist object reached 72,021 people, and in the following years the number of visitors increased to 126,395 people with a gross income of Rp 4.6 (four point six) billion. The success of the Goa Pindul tourist area is seen as a source of livelihood and employment, especially for improving the welfare of the local community of Bejiharjo village. It is recorded that the number of visitors per day ranges from 3,000-15,000 people in 2016 with an income of around 9 million per day. (Afala, 2017: 23)

The fantastic figures produced by the three secretariats of the Goa Pindul tourist attraction management, namely Dewa Bejo, Panca Wisata, and Wira Wisata, made Goa Pindul a target for everyone who was tempted to manage the Goa Pindul tourist attraction which eventually led to conflict. The problem arose when one of the four Pokdarwis considered that they should also be able to access Goa Pindul freely so that they did not have to go through the designated Pokdarwis. The assumption was that they were also residents of Bejiharjo village so they should have the same rights to access the tourist area. The problem increased, with unhealthy competition between managers by conducting a tariff war without realizing it would tarnish the image of the management of the tourist attraction. Tourists are still considered as business objects that can be milked for money, tourism workers, consciously or not, prioritize the material they obtain. (Meriwijaya, 2017: 67) Added to this is the problem of land owned by local residents belonging to Atik Damayanti which has not yet been resolved.

The conflict has caused the situation and conditions in the lives of the community, especially Bejiharjo Village, to become chaotic because there is no order. The definition of the conflict is in line with Suharno's opinion that a conflict that arises will result in chaos in

society. The parties who claim each other, disagree, dispute, are hostile from the nature of threats of violence to physical violence. (Suharno, 2008: 8)

The complexity and complexity of tourism problems or issues in Bejiharjo cannot be understood and comprehended by only looking for who is most responsible for resolving these conditions because over the past five years, the number of operators or agents involved in the tourism industry in this area has increased.

### **Urgency of Goa Pindul Tourism Conflict Management in the Dimension of Justice**

After running for a long time, the Goa Pindul tourist attraction has grown and has many visitors. This is what then caused conflicts related to the issue of who has the right to manage it and why they have the right to manage it. From one operator, namely Dewa Bejo, other Tourism Awareness Groups (Pokdarwis) began to emerge. Until now there are 11 Pokdarwis, but only 9 Pokdarwis are active to date. Each Pokdarwis feels entitled to manage Goa Pindul. In addition, there is also a conflict over land ownership involving Atik Damayanti and the manager of Goa Pindul. (Zulfa Harirah MS, La Ode Muhamad Muliawan, 2020: 3) In terms of land claims by Atik Damayanti According to Law Number 7 of 2004 in conjunction with PP Number 38 of 2011 concerning Water Resources, a river is surface water that flows in a trough/basin of land controlled by the state, therefore the river is a state asset that has a social function. According to Fajrul Falaakh in his writing entitled "Rivers Cannot Be Owned by Individuals" as published in *Kedaulatan Rakyat*, legally, even though a piece of land has become someone's property, it still has a social function. This means that if it is legally proven that the land in Goa Pindul is owned by an individual, the river flow below it has a social function. Thus, the river flow can still be used for the benefit of the community and cannot be claimed as private property. (Falaak, 2013)

According to Ramlan Subekti, the situation and conditions above are due to the lack of order, mutual claims between parties, disagreements, disputes, hostility from threats of violence to physical violence. It can be said that conflict is part of human life. As social beings, humans have at least experienced conflict in social relations with other humans. Conflict contains the meaning of "clash" such as differences of opinion, competition, and opposition between individuals, groups with groups, individuals with groups, and between groups or individuals with the government. (Surbakti, 2007: 20)

The conflict that arose from a misunderstanding of land status and social inequality over time increasingly dragged many parties to get involved in it. Each party in conflict will seek supporters to strengthen their position. The spread of the Pindul Cave conflict that dragged many parties is in accordance with Saparudin's opinion that personal conflicts will easily turn into group conflicts because of the strong tendency of individuals in conflict to involve groups. The causes of conflicts like this by Saparudin are identified as collective causes. (Saparudin, 2006: 26)

Atiek's disappointment also arose towards the Bejiharjo Village Government by questioning the village government's policy of not involving her in the management of the

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Pindul Cave tourist attraction. As a result, Atiek also did not get a share of the results from the management of the underground cave that belonged to her.

When viewed from the perspective of justice, John Rawls stated that justice is basically a principle of rational policy that is applied to the concept of the sum of the welfare of all groups in society. To achieve this justice, it is rational for someone to force the fulfillment of their desires according to the principle of utility, because it is done to increase the net benefit of satisfaction that will be obtained by members of their community. (Sudiro, 2012: 441)

Seeing the facts above, in conflict management that is based on justice, it is essentially treating someone or another party according to their rights. The right of every person is to be recognized and treated according to their dignity and status, equal status, and equal rights and obligations, without distinguishing between ethnicity, descent, and religion. The second definition of justice is equality and the denial of discrimination in any form. When it is said that someone is fair, what is meant is that the person views all individuals equally, equally, without making distinctions and priorities. Third, Justice in Granting Rights is the maintenance of individual rights and granting rights to every object that deserves to receive them. (Taufik, 2013: 43-45)

Apart from the benefits obtained, Goa Pindul reveals many debates regarding who is the most entitled to manage and why they have the right to manage. The legal owner of the land above Goa Pindul, namely Atik Damayanti, feels that she has the most right to manage it because she has a legal certificate. However, in its management, Atik Damayanti actually does not get any benefits from managing Goa Pindul. On the other hand, the community also insists on having the right to manage Goa Pindul which they consider a public asset because there are water resources that should not be owned by the private sector. So that this feud ultimately gave birth to a new round of conflict which caused representatives to be scattered in Goa Pindul. (Harirah et al., 2020: 22)

Looking at the above conditions, if referring to the principle of the Indonesian rule of law, there is the term equality before the law, namely the equality of every person's position in law and government, which is recognized normatively and implemented empirically. (Kusnardi & Ibrahim, 1983: 33) Basically, this view of justice is a granting of equal rights but not equality. Aristotle distinguishes equal rights according to proportional rights. Equality of rights is viewed by humans as a unit or the same container. This is what can be understood that all people or every citizen is the same before the law. Proportional equality gives everyone what is their right according to their abilities and achievements that they have made. (Apeldoorn, 1996: 100) In another dimension, related to the conflict above, Law Number 7 of 2012 concerning Handling of Social Conflicts Article 9 The Government and Regional Government are obliged to reduce the potential for conflict in society by:

- a. carry out development planning and implementation that takes into account community aspirations;
- b. apply the principles of good governance;
- c. carry out peace programs in areas with potential for conflict;

- d. intensify dialogue between community groups;
- e. enforce the law without discrimination;
- f. build national character;
- g. preserve the values of Pancasila and local wisdom; and
- h. hold discussions with community groups to build partnerships with business actors in the local area.

Based on the above, the Gunungkidul Regency Regional Regulation on Tourism Organization contains provisions that every tourism entrepreneur who carries out tourism business must have a Tourism Business Registration Certificate (TDUP) issued by the Regent according to the type of tourism business. This tourism business registration is intended to guarantee legal certainty in running a tourism business for entrepreneurs and provide a source of information for all interested parties regarding matters listed in the Tourism Business List based on Gunungkidul Regency Regional Regulation Number 5 of 2013 concerning Tourism Organization. Thus, if Atiek Damayanti who has been claiming the management rights of the Goa Pindul tourist attraction located on her land wants to participate in managing it, she must meet the requirements as stipulated in the policy. Article 25 paragraph (3) Requirements for registering a tourism area business include the following documents:

- a. photocopy of the deed of establishment of a business entity that includes the tourism area business as its purpose and objective, along with any amendments, if any, for business entities, or a photocopy of an identity card for individual entrepreneurs;
- b. photocopy of proof of land rights in accordance with the provisions of laws and regulations;
- c. photocopy of technical permit; and
- d. environmental documents

So that the facts are obtained, in resolving the conflict over the management of the Goa Pindul tourist attraction, both the Gunungkidul Regency Culture and Tourism Office and the Bejiharjo Village Government provided a solution that all land above the river and Goa Pindul would be purchased by the government. When all the land has become the property of the government, the land ownership status is clear. Thus, the land ownership status above Goa Pindul will not be disputed or claimed by parties who have an interest in the success of managing this tourist attraction with a turnover of billions of rupiah. So that the Goa Pindul tourist attraction can be managed in collaboration with the community and the local government.

The solution to the Goa Pindul management conflict proposed by the local government was rejected by Atiek Damayanti who did not want to sell her land above Goa Pindul. Atiek's rejection was on the grounds that her land had historical value in her family. Moreover, the land was purchased with her husband who has now passed away.

If we look at the solution offered by the Gunungkidul Regency Government, in theory it has a constructive conflict management style, namely positive problem solving which consists of compromise and negotiation. Compromise is a form of accommodation in which the parties involved reduce their demands in order to achieve a resolution to the existing dispute. The basic attitude for implementing compromise is that one party is willing to feel



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and understand the condition of the other party and vice versa, while negotiation is a way to determine decisions that can be agreed upon and accepted by both parties and agree on what and how actions will be taken in the future. According to Prijaksono and Sembel, one of the characteristics of negotiation is using methods of exchanging something, either in the form of bargaining or bartering. (Thontowi, 2011) Compromise method (Compromise) This method prioritizes compromise and assertiveness at a moderate level to make bargains in an acceptable resolution process. In this method, each group has a few wins and a few losses. (Kusworo, 2019: 89) There are several basic assumptions of this conflict theory. Conflict theory is the antithesis of structural functional theory, where structural functional theory strongly emphasizes order in society. Conflict theory sees disputes and conflicts in the social system. Conflict theory sees that in society there will not always be order. The proof is that in any society there must have been conflicts or tensions. Then conflict theory also sees the existence of domination, coercion, and power in society. (Tualeka, 2017: 34)

The solution that can be offered from the conflict management above, citing the opinion of Soetandyo W. Here, the officials must also be able to make the people in the villages literate in national law, not only so that the people can see their obligations (according to law) in the midst of social and state life but also their rights (both in front of fellow citizens and in front of state officials). By realizing the strength of the new rights given to the people based on the provisions of national law, the people will feel that entering their national life they will still receive protection, and will even be equipped with resources to seize opportunities. If in the effort to educate and practice national law, the officials are only good at making their people aware of their obligations alone, without the people actually knowing where the end of their obligations is and where the beginning of their rights is, then it is inevitable that the common people will easily be impressed that living in an atmosphere of national law is truly more difficult and is also filled with government policies and actions that are sometimes inappropriate and unfair. (Wignjosoebroto, 2002: 176)

So according to the author, there are several options for conflict management, first, the local wisdom approach as the most powerful media to find solutions in resolving conflicts. This condition is carried out by inviting the community involved in the conflict to discuss and negotiate their respective desires with the other party. This will influence the form of resolution that is considered possible and appropriate, and can be used as an early warning system for conflict (conflict early warning system). (Astri, 2016: 158) Second, the collaborative approach, namely a win-win solution where the individuals involved have the same work goals. There needs to be a commitment from all parties involved to support each other and pay attention to each other. (Muspawi, 2014: 46) Third, the legal approach, citing Talcott Parsons and his colleagues, sees that conflict resolution can be carried out in the Court depending on three types of input, namely: First, the Court needs an analysis of the causes and effects of the disputed event. Second, the Court needs a concept of the division of tasks; what is the purpose of the system, what conditions are caused by the use of power. Third, the Court requires that the plaintiffs choose the Court as the only mechanism for resolving the conflict. (National Legal Development Agency, 2011) A conflict will develop into a dispute if the party who feels aggrieved has expressed dissatisfaction. Thus it can be concluded that a dispute is a continuation of the conflict if it cannot be resolved. (Sarjita,

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2004: 50) So do not forget that the state's responsibility is to provide protection, advancement, enforcement, and fulfillment of human rights through efforts to create a safe, peaceful, peaceful, and prosperous atmosphere both physically and mentally as a manifestation of the right of every person to protect themselves, family, honor, dignity, and property as well as the right to a sense of security and protection from the threat of fear. Freedom from fear is a guarantee of the right to live safely, peacefully, fairly, and prosperously. (Alenia ke-7 Law Number 7 of 2012 Concerning Handling of Social Conflict)

### **Efforts to Improve the Welfare of Gunungkidul Community Through Conflict Reduction According to Tourism Regulations**

Based on the Decree of the Head of the Culture and Tourism Office of Gunungkidul Regency Number 016 A/KPTD/2015 Concerning the Establishment of the Bewa Bejo Tourism Awareness Group of Bejiharjo Village which is located in the underground river tracing tourist destination of Goa Pindul, Bejiharjo Village, it is clear that the Tourism Awareness Group (pokdarwis) that has the legal power to manage the Goa Pindul tourist attraction is Pokdarwis Dewa Bejo. The tourism awareness group in Bejiharjo Tourism Village consisting of Dewa Bejo, Wira Wisata, and Tunas Wisata in managing the Goa Pindul tourist attraction collaborates with the management of each of the pokdarwis. The Karangmojo District Government, Gunungkidul Regency, Special Region of Yogyakarta, assessed that the existence of the Goa Pindul tourist attraction has not had a significant impact on reducing poverty in Bejiharjo Village. Head of the Social Welfare Section of Karangmojo District, Aris Suyanto, said that although Goa Pindul is visited by thousands of tourists every day, it has not had a significant impact on improving community welfare. "It is known that out of a total of 4,050 Heads of Families (KK), 1,702 KK are recipients of rice for the poor (raskin). In our opinion, the impact of Pindul Cave is only felt by residents of the hamlets around the object," said Aris in Gunungkidul, Yogyakarta. (Aini, 2016)

According to data from the official website of the Gunungkidul Regency Government, Bejiharjo Retribution Post (non-coast), the realization in December 2019 was IDR 1,289,634,500. (PAD Tourism Office 2019, 2019) This means that the development of the tourism sector is one of the efforts to improve the community's economy, drive regional development, improve the welfare and prosperity of the people, and as an important means of introducing the culture and natural beauty of the related area. As happened in Bejiharjo Village, Karangmojo District, Gunungkidul Regency, the development of the Pindul Cave tourism sector has changed the social, economic, and cultural conditions of the Bejiharjo Village community. However, along with the development of the Goa Pindul tourist destination, various problems have arisen that lead to conflict. The conflict that occurred in Goa Pindul is one of the inter-organizational conflicts between Pokdarwis. (Apriyani, 2017)

Related to the above, in the tourism industry according to Isharyanto et al. Many things have emerged as sources of conflict today, including: land, social status (prestige), position and job opportunities, control of economic assets and so on. The most prominent sources of conflict today are, territorial borders, land, both individual land, collective land, temple land/village land and no exception for burial land. (Isharyanto et al., 2019: 141)

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Resolving this problem is very important because of several consequences caused by conflict or conflict, including: (Irwandi & Chotim, 2017: 25)

1. Increased in-group solidarity. When a group conflicts with another group, solidarity between citizens/groups will usually grow stronger.
2. The destruction or cracking of group unity. This occurs when there is conflict between groups within a group.
3. Changes in individual personality. When conflict occurs, there are some individuals who can and cannot withstand it. Those who cannot withstand it will experience changes in pressure that lead to mental stress.
4. Destruction of property and loss of life. Conflicts that end in violence or war will cause losses, both in terms of material and human body and soul.
5. Accommodation, domination, and submission of a party. Conflict is a living reality in society. Conflict can occur when several goals of society are not in line.

Unresolved conflicts will have an impact on hampering social welfare. In fact, the tourism industry is closely related to the concept of a welfare state if referring to Law Number 10 of 2009 concerning Tourism, the considerations of letters a and d explain that, "that the state of nature, flora, and fauna, as gifts from God Almighty, as well as ancient relics, historical relics, art, and culture owned by the Indonesian nation are resources and capital for tourism development to increase the prosperity and welfare of the people as contained in the Pancasila and the Opening of the 1945 Constitution of the Republic of Indonesia. d. that tourism development is needed to encourage equal opportunities to do business and gain benefits and be able to face the challenges of changes in local, national, and global life. In another dimension, income in the tourism sector can increase regional original income which is considered as capital, which will have more positive effects and will accelerate economic growth. Furthermore, increasing regional original income will ultimately be able to improve community welfare. So that the regional government has the authority to continue to try to explore its own financial resources, manage them, and utilize them to finance the implementation of regional government. (Sulastri, 2019: 17)

The concept of law as a means of social renewal is based on a state of law, which is a concept of state governance based on law. (Kusnardi & Ibrahim, 1983: 70) refers to Article 5 of Law Number 10 of 2009 concerning tourism and According to the Regulation of the Regent of Gunungkidul Number 69 of 2016 concerning the Position, Organizational Structure, Duties, Functions, and Work Procedures of the Tourism Office, especially Article 18 paragraph 1, the Destination Development Sector has the task of carrying out development, management, control, arrangement of objects, and tourist attractions as well as tourism facilities. This clearly reflects that the management sector should carry out its duties by prioritizing the destination's objectives for the welfare of the community, especially the problem that is currently being widely under the interests of operators who claim to have many controllers managing the Pindul Cave tour. (Regulation of the Regent of Gunung Kidul Number 69 of 2016 concerning the Position, Organizational Structure, Duties, Functions, and Work Procedures of the Tourism Office, 2016)

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Based on the Regulation of the Regent of Gunungkidul Number 69 of 2016, if viewed in each article, it is fully carried out by the regional government, starting from the secretariat section consisting of: 1. Planning Sub-section; 2. Finance Sub-section; 3. General Sub-section; Marketing and Business Development Sector consisting of: 1. Tourism and Creative Economy Business Development Section; 2. Tourism Promotion and Information Section; Destination Development Sector consisting of: 1. Tourism Objects and Attractions Section; 2. Tourism Facilities Section; Industry and Institutional Sector consisting of: 1. Tourism Industry Section; 2. Institutional Section; Technical Task Implementing Elements; and Functional Position Group. However, community involvement in the regulation is not included. However, several tasks in relation to the community are carried out by the General Sub-section, one of which is to carry out public relations, the Institutional Section prepares technical policies for fostering and developing tourism community institutions and implementing fostering and developing tourism community institutions and preparing and implementing norms, standards, guidelines, and operational instructions in the field of tourism community institutions.

So to create welfare in the midst of the social space of society in tourism, planning must include elements of society as subjects affected by the economic impact of tourism. This is to perfect the social contract based on equality that the poor get the same opportunities and they receive a relatively larger share of wealth when the economic cake grows bigger. This structural approach has a very important meaning to assess the extent to which the pro-people policies developed so far are truly on the right track in an effort to realize the principle of social justice as the fifth principle of Pancasila. (Asshidiqie, 2018: 35) It should be noted together that there are four general principles of the Welfare State, namely: (1) The Principle of Social Rights in a Democratic State; (2) The Principle of Welfare Rights; (3) The Principle of Equal Opportunity for Citizens; and (4) The Principle of Balance of Public and Economic Authority, and Economic Efficiency. The four general principles of the Welfare State have relevance and synergy with the objectives of the development of the Republic of Indonesia. (Sukmana, 2016: 114)

The principles above are very important, because the recognition of the four principles can emphasize the central position of the people as legal subjects in building welfare. So every government policy and action is a reflection of the four principles above. Although management is fully carried out by the Regional Government to build the welfare of the community around the tourist location, one thing that needs to be emphasized here is that whatever the development model and strategy, first and foremost is that reducing the community below the poverty line must be the main agenda and initial goal that cannot be negotiated. Then the important meaning of choosing a welfare policy is being able to promote social equality. (Iskandar, 2021: 304)

So in this case, the regional government and its representatives play an important role in realizing welfare in the tourism sector in the region. Seeing the concept of thinking developed by one of my scientists named Hanna F. Pitkin, one of the best known of Hanna Fenichel Pitkin's works entitled *The Concept of Representation*. Hanna F. Pitkin divides representation into four forms, namely substantive representation, namely the activity of the representative to truly fight for the interests of the represented, symbolic representation,

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namely representation due to similarities in culture, beliefs, and identification, and descriptive representation, namely representation due to the level of similarity between the representative and the represented, for example similarities in region, community, group, gender, etc., and formal representation, namely representation seen from its status. (Pitkin, 2023: 33)

Returning to the land dispute of the Goa Pindul tourist attraction, the problems regarding the struggle for the management of tourism levies, transparency in the management of tourism organizations, price wars between tourism organizations, conflicts between communities around the cave and tourism organizations, poor quality of tourist services, issues of cave ecosystem sustainability, and internal conflicts of tourism organizations are factors that hinder community welfare. If we look at these problems, the author assesses that welfare is assessed in quantitative terms, namely the amount of regional income per year, but does not assess welfare in qualitative terms, namely the welfare of economic income to the community. Basically, the entire conflict is a problem of the tourism economic system, according to Agus Risanto, the design of a just economic system can perhaps be realized according to the concept of justice according to the philosopher Aristotle, namely, Distributive Justice (decent income for everyone). Aristotle's concern regarding the accumulation of wealth by traders is because the process has changed the exchange relationships which also result in the distribution of income. This in turn also endangers the lives of society in general, and makes it difficult to fulfill material needs for all citizens. (Riwanto, 2018: 17-18) Basically, transparency and public control are the public's right to know about tourism management.

The Gunungkidul regional government itself has actually issued Gunungkidul Regency Regional Regulation Number 5 of 2013 concerning Tourism Implementation in regulating the management of the Goa Pindul tourist attraction. The main hope is that good management will be created and conflicts will not occur, including protecting the Goa ecosystem. However, these various efforts have not been enough to reduce the various conflicts that have arisen around the Goa Pindul tourist area. (Afala, 2017: 34)

The obstacles faced by the Gunungkidul Regency Culture and Tourism Office and the Bejiharjo Village Government in resolving the conflict over the management of the Goa Pindul tourist attraction are the delay in the presence of the local government in promulgating Regional Regulation Number 5 of 2013 concerning Tourism Implementation, making both parties weak and limited in taking action because there was no underlying legal umbrella at that time and there was no land acquisition agreement between the Government and Atiek Damayanti. (Nurohman, 2017:13) The Gunungkidul Regency Government was about to buy unilaterally on the pretext of public interest. This process could not be done because tourism businesses are not included in public interest issues. (Kurniawan, 2021)

The prolonged Pindul Cave conflict actually hampers sustainable development as a government program, this is because the target in 2030 is to formulate and implement policies to promote sustainable tourism that creates jobs and promotes local culture and

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products. (Alisjahbana & Murniningtyas, 2018: 144) So that in order to achieve the ideals of welfare, the government must find a way so that this can be resolved.

The local government in this case has the power as a last resort in the context of social control of the community, so the Gunungkidul Regency Government has the last choice if preventive efforts, namely social control of the community in the form of preventing disturbances to the balance between stability and flexibility of the community, do not occur. So the effort is repressive in order to restore the disturbed balance. (Idayanti, 2020: 33)

## CONCLUSION

Urgency of Goa Pindul Tourism Conflict Management in the Dimension of Justice Regarding the first question, the central point of discussion is the conflict between groups, and the second is about the conflict of land ownership in the Goa Pindul area. There are several options in conflict management, first, the local wisdom approach is to find the most effective way to resolve the conflict. This condition is achieved by inviting those involved in the conflict to discuss and negotiate their respective desires with each other. This will have an impact on the forms of resolution that are considered possible and appropriate and can be used as an early warning system for conflict. Then, the collaborative approach, namely a win-win solution where the individuals involved have the same work goals. All parties involved need to commit to supporting and caring for each other. The last approach is the legal approach, namely conflict resolution can occur in court, depending on If the injured party expresses dissatisfaction, the conflict can develop into a dispute. However, with the note that the local wisdom approach and the collaborative approach, the local government as a mediator provides a solution that is based on applicable laws and provisions. Efforts to Improve the Welfare of Gunungkidul Communities Through Conflict Reduction According to Tourism Regulations, the interests of conflict reduction are aimed at resolving problems to the roots in order to create prosperity in the community. Because the Pindul Cave tourist attraction, seen from the revenue from the levy, can make the local community in Gunungkidul prosperous, especially the community around the tourist attraction. So that the existence of this conflict can hinder the goal of improving the welfare of the community. In fact, the mandate of every law and regulation, both those formed by the legislature (DPR RI), the Central Government and the Gunungkidul Regency Regional Regulations all order the same thing, namely the welfare of the community. For this reason, the Gunungkidul Regency Government (Pemkab) has the power to take preventive measures as well as repressive measures in order to restore conditions that are conducive, safe, peaceful and prosperous.

The author's suggestion is for the community around the tourist location to be able to contribute views to the government through writing or information that is useful to the local government, because this is a shared concern between the Gunungkidul Regency Government and the community around tourism, this should be a shared concern for increasing family income and per capita of the Gunung Kidul Regency itself. Then for the government to immediately resolve this conflict by making efforts to manage social conflicts or actions in the form of legal actions. However, with the note that the Gunungkidul Regency Government must act neutrally without taking sides because of any interests, if that happens

then the perpetrators must be dealt with firmly based on applicable law. Then the Gunungkidul Regency Government, if necessary and urgent, can ask for assistance from the central government in resolving this prolonged conflict.

### ACKNOWLEDGMENT

The preferred spelling of the word “acknowledgment” in America is without an “e” after the “g.” Avoid the stilted expression “one of us (R. B. G.) thanks ...”. Instead, try “R. B. G. thanks...”. Put sponsor acknowledgments in the unnumbered footnote on the first page.

### AUTHORS' DECLARATION

- Author contribution** : The authors made substantial contributions to the conception and design of the study. The authors took responsibility for data analysis, interpretation, and discussion of results. The authors read and approved the final manuscript.
- Funding statement** : None of the authors have received any funding or grants from any institution or funding body for the research.
- Availability of data and materials** : All data are available from the authors.
- Conflict of interest** : The authors declare no conflict of interest.
- Additional information** : No additional information is available for this paper

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