

POSSIBILITY OF INCLUSIVE TOURISM DEVELOPMENT FOR THE URBAN POOR: CONTENT ANALYSIS OF TOURISM POLICIES, PUBLICATIONS AND PROMOTIONS IN BOGOR CITY

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Abstract

The number of the urban poor is still a development problem in Bogor City. Tourism development has the potential to overcome the problem of poverty in society. This study aims to find how the contents of the text of tourism development policy documents, publications and tourism promotions indicate the involvement of the urban poor in building inclusive tourism. This research used the content analysis method to the text of tourism development policy documents, publication documents and official promotions of the Bogor City government. The results of the analysis of the contents of the policy documents showed that the two policy documents have not clearly defined who the urban poor are and how to involve the urban poor in tourism development. The link between tourism development and the involvement of the urban poor is listed indirectly through the development of the creative economy. Publication and promotion documents included government-owned and large-capital private tourism objects as priorities for the publication and promotion of city tourism. Tourism objects that can involve the urban poor are not a priority for publication and promotion. The city government handled the most potential tourism objects involving the urban poor as informal businesses vulnerable to control. The results showed that inclusive tourism development is still not possible in the content of policy documents, publications and tourism promotion in Bogor City.

Keywords: inclusive tourism; policies; promotion, publication, tourism development, urban poor

I. INTRODUCTION

Socio-economic inequality is still a problem for development in Indonesia. The Gini ratio value in Indonesia is 0.384 (CBS, 2021) or is at a high inequality rate. The Indonesian government plans tourism development as one of the development sectors to address the gap (National Planning Agency, 2017, p. 53). However, the Covid-19 pandemic harmed tourism development and increased the Gini ratio. The Gini ratio in urban areas increased from 0.393 to 0.401, while in rural areas, it decreased from 0.317 to 0.315 (CBS, July 2020; 2021). Therefore, tourism development to address inequality requires strengthening to deal with the post-Covid-19 crisis, especially in urban areas.

Inclusive tourism development is a tourism development model to address inequality (Moreno de la Santa, 2020) and is proposed as a tourism development concept after the Covid-19 pandemic crisis (Cardoso, 2020; Voronova et al., 2020). The concept of inclusive tourism focuses on overcoming marginalization, paying attention to equality of producers and consumers, equality in the decision-making process, the equal position of visitors and service providers, community involvement and various tourism businesses, and empowerment (Biddulph & Scheyvens, 2018; Scheyvens & Biddulph, 2018).

The process of inclusive tourism development refers to the development planning process (Popova et al., 2020; Rogerson & Rogerson 2019; Uğur, 2017) and the process of providing opportunities to be recognized by consumers through promotion (Benjamin, Bottone, & Lee, 202; Costa, Montenegro, & Gomes, 2020). The tourism development process is inclusive if it includes marginalized parties. This research does not examine the development planning process and only examines the product of tourism development planning, namely tourism development policies. Publication and promotion of tourism in inclusive tourism development provides opportunities to introduce businesses to consumers (Costa, Montenegro, & Gomes, 2020) and encourage the involvement of marginalized groups (Benjamin, Bottone, & Lee, 2021). This study does not analyze the publication and promotion of specific agents (such as research by Zapata Campos, Hall, & Backlund, 2018) but on the content of government's publications and tourism promotion documents that show attention to marginalized groups. Publication and promotion of tourism are government propaganda that determines the focus (Lin, 2015).

Marginalized parties in tourism development can be people with disabilities (Gillovic, & McIntosh, 2020), racial minorities (Rogerson & Rogerson, 2020), small-capital tourism service providers (Kadi, Plank, & Seidl, 2019), poor people (Oviedo-García, González-Rodríguez, & Vega-Vázquez, 2019) and women (Rogerson, 2020). These previous studies saw marginalized groups as tourists, tourism service providers, and workers in the tourism service industry. This study focused on the urban poor as a marginalized group. The selection of the urban poor as a marginalized group refers to the preliminary study at the research location. The poor people in Bogor City in 2015 were 79,200 people (7.60 %). The poverty line in Bogor City in 2017 is IDR 450,078 (CBS, 2020), or there are still 7.11% of the people of Bogor City who live with IDR 15.002 per day. Therefore, inclusive tourism development is more appropriate to involve the urban poor.

This study aims to find how the contents of tourism development policies, publications, and promotion show the urban poor's involvement in developing inclusive tourism. The research questions are 1) how does the involvement of the urban poor appear in the text of tourism development policy documents, official publications and tourism promotions of the Bogor City government; and 2) how the contents of policy texts, promotions and publications indicate opportunities for inclusive tourism development in Bogor City. Research is limited to examining the presence in the text without conducting in-depth interviews with the government why they chose to include the text. The policy document had gone through a long process before the determination of the document. The design of publications and promotions should not cause multiple interpretations to be compelling as a medium of information and marketing (Kottler, Kartajaya & Setiawan, 2017, pp. 34-35).

II. METHODOLOGY

The research site was Bogor City. The tourism sector in Bogor City contributed 34.90% of the realization of tourism sector taxes and Bogor City regional tax revenues (CBS, 2019; Bogor City Regional Revenue Agency, 2019). Therefore, tourism development is one of the leading sectors of the Bogor City government (RMTP 2019-2024, p. IV.67).

This study used qualitative content analysis on tourism development policies, publications and tourism promotion in Bogor City. Based on the search for policy data, policies related to tourism development are the Regional Medium-Term Development Plan (RMTP) 2019-2024 and the Regional Tourism Development Master Plan (RTDMT). Both are Regional Regulations, the highest regulations in local government in Indonesia. Tourism is a concurrent affair of district/city governments as an implication of the stipulation of regional autonomy laws (Constitution No. 23/2014 concerning Second Amendment to the Constitution No. 23/2014 concerning Regional Development, point 9 article 4 and point 12 article 3). The stipulation of Regional Regulations will have implications for the regulations below. Tourism publication and promotion data are Bogor City in Figures, 2020; Bogor City Tourism Data, 2020; information from the website www.kotabogor.go.id accessed on October 29, 2021; and Bogor City tourism promotion leaflets, 2020. All of them are a form of official tourism publication and promotion for the Bogor City government. The content analysis of the two policy documents, publication documents and official tourism promotion show the tourism development priorities of the Bogor City government.

The researcher used qualitative content analysis as a data analyst and did not use software because it considered the diversity of information that required skills in coding, data grouping, and relatively small data (Stepchenkova, Kirilenko, & Morrison, 2009). Analysis of the content of policy documents, publications, and promotions used conceptual references carefully before conducting text analysis to reduce researchers' subjectivity as a deficiency in the qualitative content analysis approach (Mehmetoglu & Dann, 2003; Yousaf, & Xiucheng, 2018).

Next, the researcher examined the text and images that appear visually in the document (Jenkins, 1999). Then, researchers examined the content through text in written documents and information contained in links in digital documents. Finally, researchers examined the policy text by noting the existence of the information, the position of information in the policy text to determine the relationship between information and the position of information as a government development priority. The description of the information in tourism documentation and promotion used the presence or absence of information (Yousaf & Xiucheng, 2018). The researcher then recorded the frequency of occurrence of information about tourist objects/attractions in all documents. Thus, this study looked at the frequency of information about an object/attraction in tourism documentation and promotion showing the government's priorities.

The researcher used the results of policy data analysis as an indicator of the analysis of the involvement of the urban poor in publication and promotion documents. The correlation between the frequency of occurrence of objects/attractions in tourism documentation and promotion with the involvement of the urban poor was analyzed by confirming the presence of indicators of the urban poor in the policy document. The results of data analysis were the basis for making conclusions regarding the opportunities for inclusive tourism development in the city of Bogor. In addition, researchers conducted limited interviews to confirm secondary data. This step was more straightforward than a complete content analysis because the researcher did not code, classify in detail and describe according to codes and groups (Kleinheksel et al., 2020).

III. RESULTS AND DISCUSSION

3.1 Urban Poor Community in Bogor City Tourism Development Policy Priority

RMTP 2019-2024 (Regional Regulation No. 14/2019) lists poverty alleviation in two of four strategic development issues in Bogor City, namely "just human development" and "strengthening economic competitiveness community based on local potential". The words poverty alleviation and "tourism" are directly mentioned in the second strategic issue. The Bogor City Government stated that the second strategic issue consisted of 1) equitable distribution of community welfare as measured by the decline in social and economic inequality (Gini index ratio); 2) poverty reduction; and 3) strengthening the competitiveness of micro, small and medium enterprises, the creative economy sector, industry and trade, as well as tourism based on local potential (IV.115). However, there was no direct explanation regarding the link between poverty alleviation and the development of micro, small and medium enterprises, the creative economy sector, industry and trade, and tourism.

The sentence that is sufficient to explain the relationship between these concepts is "the potential of the micro, small and medium business processing industry and the creative industry is very strategic to be developed, and cannot be denied as a result of the development of tourism in the city of Bogor. Vice versa, the development of the industrial sector and creative industries supports tourism in the city of Bogor." (p. IV.127). This sentence implies that tourism development¹ and small community business are interrelated. Therefore, poverty alleviation in tourism aligns with **micro, small and medium enterprises** and **the creative economy**. The position of the sentence is in the explanation of tourism development in the second strategic issue, not directly in the explanation of strategic issues, goals, and objectives of tourism development.

The connection between tourism development and the development of **micro, small and medium enterprises** and **the creative economy** is contained in the effort to achieve the fourth mission of development, namely "to make Bogor a city-oriented towards tourism and the creative economy". The fourth mission has two objectives. First, the target regarding tourism development has an indicator measuring "the number of tourist visits". The community element is in the second target, which is "the development of community businesses in the creative economy sector" (p. II.109). The fourth mission's target shows the separation between tourism development and creative economy development. Tourism development aims to increase tourist visits, while creative economy development refers to creative economic entrepreneur numbers. This separation is even clearer in the text regarding tourism development objectives, "to encourage economic activity and improve the community's welfare and provide expansion of employment opportunities by developing existing tourism potential". However, the indicator for the direction of tourism development is written: "creating and preserving the impression and image of Bogor City as a comfortable place for activities" (pp. IV.74, IV.78). The element of tourism as a driver of economic activity, improving people's welfare, and providing employment expansion is biased. Indicators of creating and preserving the impression and image of Bogor City as a comfortable place for activities do not contain elements of the community directly.

Community involvement is as labor and recipients of tourist visits at the level of development direction. RMTP includes the word community in two problems in tourism affairs, namely in point 5, "the values of hospitality are not yet internalized in the community" and point 7, "readiness of human resources in the tourism sector and support from the community" (p. IV.49). Point seven is also an effort to strengthen tourism competitiveness which is the focus of the city government (p. IV.129). These two things are also listed as problems¹ in strengthening tourism in encouraging inclusive economic development (p. IV.64). Elements of **micro, small and medium enterprises** and **the creative economy** did not appear in this section.

At a more technical level, the development target that involves elements of the community and tourism is only in target number 8, "improving the quality of the younger generation". The Department of Tourism and Culture addresses this goal in the "cultural diversity management program" (p. V.28). Achievement of development targets in Medium Term Development Strategy and Policy Directions for the City of Bogor in 2019-2024. The contents that involve elements of the community and tourism are contained in the description of the achievement of mission 3, goal 1 "realization of equitable distribution of community welfare", target 4 "increasing economic growth", strategy 1 "increasing the advantages and competitiveness of regional economic potential". The government will achieve these goals, targets and strategies with the policy direction of "developing tourism destinations and tourism products based on local potential" (point a) with a development priority of "strengthening regional economic competitiveness based on local potential" (p. VI.45). In conclusion, the government put the community as the recipient of tourism development results to **improve the quality of human resources** and economic welfare.

At the most crucial stage, the budget allocation stage, several matters related to the community under the management of the Department of Tourism and Culture are: First, the "management of cultural diversity" program with performance indicators: 1) the percentage increase in the number of young artists or cultural actors; 2) the number of actors in the tourism economy¹ public, private bodies, users of Sundanese language, literature and script; 3) the percentage increase **in the number of cultural heritage, museums and cultural** preservation actors. Second, the program listed "increasing creativity and competitiveness of the creative economy" with program achievement indicators "percentage of creative economy actors who use technology to develop their economic business". Third, the program listed "increasing creativity and competitiveness of the creative economy" with the "number of new creative

economy actors' ' program achievement indicator. Fourth, the program listed "increasing creativity and competitiveness of the creative economy" with program achievement indicators "number of types of creative economy products absorbed by the market" (RMTP pp. VI. 28-47). The four programs that received budget allocations did not specifically include the urban poor. It was concluded at the level of government programs. The government positions the community as actors in tourism both through the creative economy and through arts and culture actors. Micro, small and medium enterprises at the technical level are under the scope of activities of the Cooperatives Service and small, and Medium Enterprises are not directly in the scope of tourism development. The indirect relationship between tourism development and poverty alleviation in the text (p. IV.127) is not present at the level of budget allocation. Differences between policy texts and perceptions of the policy implementation process can occur in selecting priority areas in the hierarchical governance structures (Hassan, Kennell, & Chaperon, 2020).

The 2016-2025 RTDMT (Regional Regulation No. 9/2016) lists the urban poor in article 8, "Development Directions". Letter b states, "orientation on improving the quality of human resources, local economic growth, increasing job opportunities, reducing poverty, and preserving the environment, both natural and cultural"—poverty alleviation in the direction of tourism development in Bogor City. However, the RTDMT does not explicitly address the urban poor. The urban community explains the RTDMT article 3 letter b, emphasizing "the community is the subject of tourism development". However, it does not explicitly indicate which community is the subject of development in this article. Likewise, article 7, "Target", letter e states: "improving the quality of human resources", did not write down which community is the target for improving the quality of human resources.

The urban poor were not mentioned as a priority to benefit from urban tourism development in the tourism development target section. RTDMT write that the vision and mission of Bogor City tourism development, in general, does not mention specific community targets. The focus of the community is on Part IV, "Development Goals, Targets, and Directions" Article 6 "Goals", letter c, states: "to create a regional tourism industry that promotes a sustainable local economy and takes sides with small and medium industries and also improves the quality of human resources". RTDMT does not list micro-scale industries or businesses. Part V on "Tourism Industry Development Policy", Part V Article 10 letter c does not support Article 6 letter c. Article 10 letter c writes, "micro-scale industrial development is carried out in the form of partnership development with large industries in the tourism sector". The direction of tourism development policies does not lead to strengthening the micro, small and medium industries themselves, but through partnerships with large industries. The community as the basis for tourism development in the explanation of article 3 letter b does not explicitly refer to the urban poor. The sentence "society as the object of tourism development" does not refer to micro-scale tourism service businesses as active drivers. Referring to Law no. 20/2008 concerning micro, small and medium enterprises, the urban poor as subjects of tourism development may only be involved as business owners in micro-scale enterprises. The absence of micro-scale businesses in the RTDMT text shows that urban tourism spaces are not built to facilitate the urban poor as tourism business actors.

Based on a study of the RMTP text, the city government indirectly involves the urban poor in tourism development through the development of the creative economy, arts and culture actors, workers in the tourism sector, and host recipients of tourists. The RTDMT text describes urban communities as small and medium enterprises. The development of micro-enterprises is arranged through partnerships with large industries.

The text of the RMTP and RTDMT documents has not clearly defined who the urban poor are and how to involve the urban poor in tourism development. The definition of capital ownership and business results of business actors in Indonesia refers to Law no. 20/2008 concerning Micro, Small and Medium Enterprises. Purnomo (2021) found that the poor in Bogor City can only be involved as micro-scale business actors. Therefore, this study focuses on the presence of micro-scale business actors as representatives of the urban poor. Determination of who is a micro-business actor in the tourism business refers to secondary data and observations of the appearance of the business in the field.

3.2 The Urban Poor in Priority for Promotion and Publication of Tourism in the City of Bogor

A study of the publication and promotion documents found several tourist objects and attractions. Referring to the definition of objects or tourist destinations and tourist attractions, tourist objects refer to a

particular location, while attractions refer to something that attracts tourists to come (Kušen, 2017, 2010). The term object of attraction in the publication and promotion of tourism documents in Bogor City does not always match the theoretical definition. For example, the website www.kotabogor.go.id mentions that souvenir tours contain information about the types of souvenirs (as attraction), not a special place for souvenir purchases (as a destination). The same thing happens with the mention of tourism events. An event is a destination if a particular visitor comes to witness the event. However, ¹⁹event is an attraction if it complements other attractions in a tourist place (Vesci & Botti, 2019; Yang et al., 2020). This study only records the frequency of occurrence of information without sorting out which ones are objects and which are tourism attractions.

Table 1 Number of Appears Objects/Tourist Attraction in Publications and Media City Government Tourism Promotion

No	Name Object/Tourism Attractions	Bogor City Tourism Data							Number of Appears
		1	2	3	4	5	6	7	
1	Bogor Botanical Gardens	√	√		√	√	√	√	6
2	Zoology Museum	√	√		√	√	√	√	6
3	Presidential Palace	√	√		√	√	√	√	6
4	Ethnobotany Museum	√	√		√	√	√	√	6
5	PETA Museum	√	√		√	√	√	√	6
6	Soil Museum	√	√		√	√	√	√	6
7	Balaikitri Museum	√				√	√	√	4
8	Perjuangan Museum	√	√		√	√		√	5
9	Scientific Tourism Park	√							1
10	Inscription Batutulis	√	√		√	√		√	5
11	Bogor Golf Club	√	√					√	4
12	Rancamaya Country Golf	√	√		√	√		√	5
13	The Jungle	√	√		√	√	√	√	6
14	Morcopolo Cimanggu City	√	√		√	√	√	√	6
15	Sringganis Park	√	√			√		√	4
16	Gede Lake	√	√		√	√		√	5
17	Bogor Kuntum Farm Field	√							1
18	SKI Katulampa Bogor	√				√	√		3
19	Kapten Muslihat Plaza	√	√		√	√	√	√	6
20	Research Institute for Spices and Medicinal		√					√	2
21	Kebun Raya Residence Sports Club		√			√		√	3
22	Sagara Swimming Pool		√			√		√	3
23	The Jungle Fest		√		√	√	√	√	5
24	Parahiyangan Park 1		√					√	2
25	Yasmin Center		√			√		√	3
26	Gardens of scientific tourism medicinal plants, Balitro		√		√	√			3
27	Cifor Forest					√			1
28	Kencana Park					√	√		2
29	Peranginan Park					√	√		2
30	Malabar Park					√	√		2
31	Kaulinan Park					√	√		2
32	Koleksi Park					√			1
33	Nurseries Garden DKP					√			1
34	Corat-coret Park					√	√		2
35	Heulang Park					√	√		2
36	Scientific Tourism Garden					√			1
37	Cipaku Park					√			1
38	Skateboard Park					√			1

39	Ahmad Yani City Forest		√	√		2
40	Sempur Park		√	√		2
41	Perlintasan Kota Park			√		1
42	Ananda Karima		√			1
43	Ekspresi Park		√	√		2
44	Air Mancur Park		√	√		2
45	Herbarium Bogoriense	√		√		2
46	Hok Tek Bio Temple			√	√	2
47	Kujang Monument			√	√	2
48	Tepas Salapan Lawang Dasakerta			√	√	2
49	Natural History National Museum			√		1
50	Entertainment sites	√	√	√		3
51	Hotel	√	√	√	√	4
52	Restaurants and eating houses	√	√	√	√	4
53	Street food				√	1
54	Local foods			√	√	2
55	Nightclub, pub, disco, karaoke and massage	√		√		2
56	Tourism Event	√				1
57	Mall or shopping center			√	√	2
58	Sports tourism facility				√	1
59	Pedestrian tourism facility				√	1
60	Agate center				√	1
61	Souvenir sellers	√		√		2
62	Objects of cultural and pilgrimage (60 sites)	√			√	2
63	Culture in the city of Bogor (8 types)	√				1
64	Traditional arts in Bogor (23 types)	√				1
65	Bogor City Hall Building				√	1
66	Ade Irma Suryani Park				√	1
67	Travel agent	√		√	√	3

Source: Has been reprocessed from CBS Bogor City (2020), DTC Bogor City (2020), website www.kotabogor.go.id accessed on October 29, 2021; and Bogor City tourism leaflets

Information:

1. Tourist attraction data on the front page Bogor City Tourism Data (DTC Bogor City, 2020)
2. Objects and Attractions Data, Bogor City Tourism Data (DTC Bogor City, 2020)
3. Other City tourism potential data, Bogor City Tourism Data (DTC Bogor City, 2020)
4. Bogor City in Figures (CBS Bogor City, 2020)
5. Website www.kotabogor.go.id
6. Tourism Promotion leaflets from the Bogor City Tourism Office

A review of the contents of Bogor City tourism publications and promotions found that several tourist attractions appear the most. The mention of these tourist objects is made because these objects are considered to have developed well and are worthy of being tourism objects (Participant 2, personal interview, September 12 2020). The data on tourist objects that appear the most shows that most of these attractions belong to the central government, followed by tourist objects belonging to the private sector with significant capital and the city government. The community as actors in tourism, either through the creative economy or through arts and culture, did not appear in the tourist attraction data that appears the most. The most likely community involvement was to become the worker of the nine tourist attractions. Based on observations, Captain Muslihat Plaza is most likely to involve the community as food sellers or souvenir sellers. However, observations found more established business actors at the Captain Muslihat

Plaza, such as fast-food restaurants, Ade Irma park (crowded before the pandemic but closed in 2020) and hawker centers.

The mention of city parks often appeared in documentation documents and tourism promotion for the city of Bogor. The government developed city parks at the study time due to the Bogor City program as a Green City since 2012. The establishment of city parks is an effort to form public spaces in tourism (Lin, & Dong, 2018; Mandeli, 2019) if it does not cause commercialization in the use of city parks (Smith, 2018).

Table 2 Tourism Objects Based on Managers and Business Scales that Most Often Appear in Publication and Promotion Documents

No	Name Object/Tourism Attractions	Managers	Business Scales
1	Bogor Botanical Gardens	National government	Non-profit
2	Zoology Museum	National government	Non-profit
3	Presidential Palace	National government	Non-profit
4	Ethnobotany Museum	National government	Non-profit
5	PETA Museum	Indonesian national army	Non-profit
6	Soil Museum	National government	Non-profit
7	The Jungle	Large-capital private business	Large
8	Morcopolo Cimanggu City	Large-capital private business	Large
9	Kapten Muslihat Plaza	Bogor City government	Non-profit

Source: Primary data, 2020

The researchers identified the creative economy and micro-enterprises as business actors, referring to the RMTP document. Based on the contents of publications and tourism promotions, the creative economy sector on the list of tourist objects is represented by data on souvenirs and agate centers. The agate sales center at the Bogor Trade Mall shopping center has closed since 2019. Complete souvenir data can be found on the official website of the Bogor City government, www.kotabogor.go.id at the souvenir tourism link. Information on souvenir tours contains 81 types of souvenirs. 67% of these businesses are registered as small businesses, 3% are medium businesses, 7% are micro-businesses, and the rest are not registered with the Cooperatives and MSMEs Office in 2020. Referring to the appearance of business sites, not all of these businesses reflect the efforts of the urban poor. The category of small business according to Law no. 20/2008 article 6 is "a business having annual sales of more than IDR 300 million up to a maximum of IDR 2.5 billion". The range of income is relatively high, causing the business's appearance to be quite different. Data on culture and arts is part of the Department of Tourism and Culture program to increase the role of the community as actors of art and culture. However, cultural and artistic data do not display the actors' names, so linking the number of tourist attractions with the community's actors is problematic. The most involvement of youth is traditional dance (Participant 1, personal interview, September 15 2021).

Table 3 Tourism Objects Based on Managers and Business Scale of Managers Showing Involvement of the City Poor

No	Name Object/Tourism Attractions	Managers/Owners	Business Scales
1	Street food	Street food vendors	Mostly micro-scale
2	Local foods	Mostly street food vendors	Mostly micro-scale
3	Agate center	NA	NA
4	Souvenir sellers	Personal or company	Mostly small-scale
5	Culture in the city of Bogor (8 types)	Cultural/art practitioners	NA
6	Traditional arts in Bogor (23 types)	Cultural/art practitioners	Na

Source: Primary data, 2020

The two tourism sectors that most clearly involve the urban poor are street food locations and local food data. The location of street food in the Culinary Guide Book of Bogor City is the location of street food vendors. Purnomo (2021) found a link between street food vendors and local food because local foods in Bogor City are street food vendors' domain, and most street food vendors are micro-scale businesses. However, the mention of street food is only in one leaflet promotional document published by the Department of Tourism and Culture. In addition, the mention of street food vendors as business actors

contradicts Bogor Mayor Decree No. 511.23.45-227 of 2016 concerning Designation of Locations for **21** **Guidance and Business Arrangement of Street Vendors**. The two street food locations are not listed as **street food vendors** zoning. **Street food vendors** are not legal, and controlling street food vendors is one indicator of the city government's program (Bogor City RMTP 2019-2024, p. II.64). The handling of street food vendors is under the Department of Cooperatives and SMEs and the Civil Service Police Unit Office (pp. VI.46-47).

Based on data on the frequency of tourist objects or attractions in the publication and promotion of tourism documents in the City of Bogor, publications and promotions did not support efforts to involve the urban poor in tourism development. The tourist objects or attractions that appear most often did not support the involvement of the urban poor as business actors. The ownership of the tourist attraction business that most often appears is mainly the government. Two businesses owned by private business actors with significant capital may only involve the urban poor as workers. The data of tourism objects or attractions most in line with the policy framework for tourism development and poverty alleviation are souvenir data. However, this data does not become data on tourism objects/attractions that appear most often, and the representation of micro-enterprises is still lacking. Street food is the only tourist attraction that involves the urban poor as business owners. However, the development of street food is faced with business formalities and selling locations. Handling street food is not a tourist attraction but a business that requires control.

3.3 Possibilities for Inclusive Tourism Development **5** **in Bogor City**

Discussions **on** tourism **development** in RMTP **and** RTDMT is still at the level of tourism development in general but have not directly made tourism development an effort to overcome poverty in the community. **1** An essential point in the development implementation process is that program budgeting is not directly **related to the** involvement **of** micro-enterprises **in tourism development**. The inclusion **of the** urban poor in tourism development will not directly weaken the protection of the urban poor. Tourism will develop as a contestation arena that wins the power of capital (**17** **Novy, 2019; Novy & Colomb, 2019**).

Publication and promotion documents have not fully paid **attention to the presence of the urban poor** in **the** form of micro-enterprises as business actors. The priority of publication and promotion is still on tourism objects that have been established and have the potential to bring in tourist visits. However, tourism development orientation to generate tourist visits does not result in inclusiveness for marginalized groups (Popova et al., 2020; Rogerson & Rogerson 2019; Scheyvens & Biddulph, 2018; Uğur, 2017). As the only tourist attraction in micro-enterprises, street food does not get space in the city's tourism development policy. Local food-based culinary tourism has long been the focus of tourism development (Björk & Kauppinen-Räsänen, 2019; Hsu & Scott, 2020; Stone, Migacz & Wolf, 2018). The development of local food based on street food vendors is one of the steps in tourism development to overcome the gap in the city of Bogor (Pumomo, 2021).

IV. CONCLUSION AND NOVELTY

5 **The** development of inclusive tourism is still not possible in the content of policy documents, publications and tourism promotion **in Bogor City**. **The results of the** content analysis of policy documents, publications and promotions strengthen this conclusion. The policy document does not explicitly explain the relationship between the involvement of the urban poor in tourism development. Publication and promotion documents do not indicate tourism development priorities for the urban poor as business owners. These two things exclude the sector that best represents the urban poor, street food and local food. The hope for the involvement of the urban poor in tourism development remains on strengthening micro-scale businesses in souvenir tourism.

This study found no novelty at the theoretical level. Theoretically, the government's indecisiveness in favoring marginal groups will always make the large group of investors the dominant business actors in tourism development. As a result, the urban poor will be left behind in urban tourism development, and inclusive tourism development is unlikely. This study provided empirical input to the Bogor City government to improve tourism development policies, selection of priority information objects or promotions in publications and promotions that effectively overcome strategic issues of poverty alleviation.

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