

The Role of Government Tourism Authority in Managing Tourism Development at Malang Regency

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Abstract: *The development of regional tourism in Indonesia is still generally the responsibility of local governments. This research aims to determine the role of the Tourism Office in developing tourism in Malang Regency, East Java. The method used is in-depth interviews conducted directly with the Tourism Office. The result is that the government does indeed play an active role and is the dominant actor in the development of regional tourism. This role is carried out by 1) Establish the regional tourism development master plan (RIPPDA) as a guide for tourism development in the next 5 years, 2) Create a tourism branding program, 3) Holding a number of events throughout the year to promote tourism potential, 4) Forming enthusiastic tourism communities down to the village and sub-district levels, 5) Establishing cooperation with private parties, and 6) Formation of District Tourism Partner, 7) Establish masterplan for Tourism Development of The District.*

INTRODUCTION

Tourism development in most regions of Indonesia is currently still the responsibility of the government. Various limitations often prevent the government from optimally meeting the development needs required in the tourism sector. These limitations include the regional budget, human resources, the absence of regulatory instruments, and the ability to establish investment partnerships (Hasibuan et al., 2023; Oktaviani & Yuliani, 2023; Prakoso, 2024; Sentanu & Mahadiansar, 2020).

It has been recognized in various studies, both national and international, that tourism is one of the sectors that plays an important role in supporting a region's economy through the movement of tourists, visits from foreign tourists, length of stay, and tourism spending (Oktaviani & Yuliani, 2023; Septadiani et al., 2022; Sudiarta et al., 2022). Tourism in some areas is even relied upon as the main source of local income (Vendra, 2024). However, not all regions have been able to capitalize on development opportunities in the tourism sector.

Tourism development is a series of efforts to achieve integration in the use of various tourism resources by integrating all forms of non-tourism aspects that are directly or indirectly related to the sustainability of tourism development. (Hakim et al., 2024; Sentanu & Mahadiansar, 2020; Wibowo & Belia, 2023). According to Thommandru et al. (2022) Tourism development is defined as the effort to complete or improve the facilities and services needed by the community.

Meanwhile, according to Baloch et al. (2022) and Inskeep (1991) Aspects of tourism development minimally include the main components, namely: 1) Attractions are the attractions that tourists can enjoy at a tourism destination (natural, cultural, and man-made). 2) Accessibility is access to tourism destinations, including support for transportation systems, covering transportation routes, terminal facilities, airport facilities, port facilities, and modes of transportation. 3) Amenities are tourism support facilities, including accommodation, restaurants, retail, souvenir shops, currency exchange facilities, travel agencies, tourism information centers, and so on. 4) Ancillary Services are the availability of supporting facilities used by tourists, such as banks, telecommunications, post offices, and hospitals. 5) Institutions, which are organizations related to the existence and role of each element in supporting the implementation of tourism activities.

In practice, tourism development requires intensive policy coordination and integration to support the achievement of the vision and mission of tourism development as a leading sector for national development, both in accelerating the increase in tourist visits, boosting foreign exchange earnings, and contributing economically to the region. (Arfa et al., 2021; Dewi et al., 2021; Hakim et al., 2024; Hidayat & Djadjuli, 2020; Ilato & Isa, 2023; Venda, 2024). In this context, the importance of the local government's role in tourism development becomes clear. The government often cannot function solely as a catalyst and facilitator; in many areas, the government also acts as the executor, which should be the role of the tourism business community. (Boari, 2023; Hidayat & Djadjuli, 2020; Robaka et al., 2024; Sawir & Pende, 2020). The Regional Government of Malang Regency, particularly the Tourism Department, which is the subject of this research, also experiences the same situation as both the planner and implementer of regional tourism development, due to the still low participation of the community and the role of the private sector.

Malang Regency is the second largest regency in East Java after Banyuwangi Regency. The vastness of Malang Regency's territory results in a diverse and unique range of tourism potential, with approximately 385,000 tourist arrivals. There are 218 tourism potentials (natural, cultural, and man-made) spread across 33 sub-districts. Despite this significant tourism potential, tourist visits have not fully increased due to suboptimal development interventions. Through this research, we will further examine the roles and involvement of the tourism office in developing regional tourism.

RESEARCH METHOD

This research is quantitative research conducted using the observation method, which involves directly observing the research object and conducting in-depth interviews with the target subjects, namely the Malang Regency Tourism Office. The interview will be conducted using a structured interview technique with an interview instrument that has been prepared in advance by the researcher. A structured interview is a method that uses a pre-designed and completely identical list of questions for all respondents, with a predetermined order. (Stewart & Cash, 2017; Sugiono, 2019). The results of the interviews will be sorted and analysed to identify key ideas that will help answer the research objectives.

RESULT AND DISCUSSION

To develop its tourism sector, the Malang Regency Government established the Department of Culture and Tourism by issuing Malang Regency Regional Regulation Number 9 of 2016 concerning the Establishment and Structure of Regional Apparatus. The Department of Tourism

and Culture is tasked with implementing government affairs that are the authority of the region and assistance tasks in the fields of tourism and culture, while the functions of the Department of Tourism and Culture are the formulation of tourism and culture policies, the formulation of tourism and culture evaluation and reporting, and the implementation of departmental administration. Based on these tasks and functions, the Department of Tourism and Culture implements several strategies to develop tourism in Malang Regency, including:

1. Establish the Regional Tourism Development Master Plan (RIPPDA)

The government is working to develop plans and various policies that support the advancement of the tourism sector. One step is to conduct a study, inventory, and develop tourism in accordance with the legal basis of tourism, namely Law Number 10 of 2009 concerning Tourism. In order to implement tourism development and serve as a foundation for the optimal, harmonious, balanced, integrated, orderly, sustainable, and environmentally friendly utilisation of tourism potential, the Malang Regency Government has established the Regional Tourism Development Master Plan, which is outlined in Malang Regency Regional Regulation Number 1 of 2015 concerning the Regional Tourism Development Master Plan. The Regional Tourism Development Master Plan, hereinafter abbreviated as RIPPDA, is a formulation of the main policies for planning and utilising tourism development in the region, including spatial aspects, tourism businesses, supporting factors, and sustainable and environmentally conscious tourism development.

The RIPPDA established by the Malang Regency Government serves as: a) a guideline for the development and construction of tourism areas, Tourist Attractions (DTW), tourism facilities and infrastructure, tourism marketing, promotion, tourism institutions, tourism human resources, and investment in tourism development; b) a guideline for the supervision and control of tourism and DTW development; c) a guideline for the preparation of regional development plans for the tourism sub-sector; d) an elaboration of the use of space in the tourism sub-sector based on the Regional Spatial Plan.

The purpose of establishing the RIPPDA is to: a) provide a comprehensive overview of regional tourism potential development, including tourist attractions, tourism facilities, and tourism services; b) provide guidance on the planning needed for tourism development in the region, accommodating strategic issues and current developments in an integrated and synergistic manner so that tourism is used as a tool to achieve sustainable prosperity; c) address opportunities for tourism development in the region in line with regional government developments; and d) provide policy direction in building tourism based on regional development planning policies.

Meanwhile, the objectives of establishing the RIPPDA are: a) to develop a concept for regional tourism development based on planning approaches and strategic issues related to regional tourism development; b) to identify the region's leading tourist attractions, leading tourist attractions, and tourist villages according to established criteria; c) to develop policy directions and strategies for regional tourism development, as well as indications of tourism development programs in each of the region's leading tourist areas.

Based on the RIPPDA, tourism development must be carried out on the principles of benefit; familyhood; fairness and equality; balance; independence; sustainability; participation; continuity; democracy; equality and unity. Tourism development is carried out through the implementation of tourism development plans, considering the diversity, uniqueness, and distinctiveness of culture and nature, as well as human needs for tourism. Tourism development, including the development of tourism destinations, the tourism industry, marketing, and tourism

institutions, is organised based on the following principles: a) upholding religious norms and cultural values as a manifestation of the concept of life in balance between humans and the Almighty God, between humans and fellow humans, and between humans and the environment; b) upholding human rights, cultural diversity, and local wisdom; c) providing benefits for people's welfare, justice, equality, and proportionality; d) preserving natural and environmental sustainability; e) empowering local communities; f) ensuring integration between sectors, regions, villages, and between the central and regional governments, which are a single systemic unit within the framework of regional autonomy, as well as integration between stakeholders; g) adhering to the global tourism code of ethics and international agreements in the field of tourism; h) strengthening the integrity of the Unitary Republic of Indonesia.

The objectives of the regional tourism development are: a) to manage all tourism potential more professionally by involving the active participation of the community and entrepreneurs, in line with spatial planning interests, increasing regional revenue, developing regional arts and culture, and preserving the environment; b) to make the region a regional and national tourist destination; c) to expand business opportunities and employment, and encourage the use of local products; d) to make tourism activities a part of community and local government activities; and e) to preserve and foster a love of nature and culture, and to respect local wisdom values.

2. Create Tourism Brand “Kabupaten Malang: The Heart of East Java”

The assumption that the Malang region only includes Malang City is an assumption that needs to be corrected and requires broader socialisation or promotional activities. The lack of image recognition for Malang Regency poses a unique dilemma for the Malang Regency Government, forcing the Malang Regency Government to implement a branding strategy leveraging its tourism potential to create an image and identity similar to Batu City, Malang City, and Banyuwangi Regency.

The Malang Regency Government, through the Tourism and Culture Office, has introduced the branding "Malang Regency: The Heart of East Java" since May 4, 2017, as stated in the Decree of the Malang Regent Number 188.45/264/KEP/36.07.013/2017 concerning the tourism brand of Malang Regency. One of the purposes of creating the Malang Regency branding concept is to promote tourism potential so that it is better known by domestic and foreign tourists and to represent the identity of Malang Regency. "The Heart of East Java" means that Malang is the heart of East Java, which is interpreted as deep hospitality, love, and brotherhood, symbolising the positive behaviour of the people in Malang Regency. The potential of Malang Regency includes ecotourism, culture, and the natural life of the community, which is a reflection of the authentic life of East Java residents.



Figure. 1. Tourism Brand Malang Regency

3. Promotion Through Event

The Tourism and Culture Department is holding several events as a means of promoting tourism potential, including: Ride Coffest; Pesona Gondanglegi; Pesona Gunung Kawi; Jalanidhipuja Ceremony; Malang Jazz Festival; Malang Beach Festival; Malang Cultural Festival; Singosari Magnificent Fair; Malang Mask Dance Parade; and Dampit Art and Coffee Festival.

4. Developing Tourism Communities “Sahabat Wisata”

The formation of this community began with a discussion held by the Department of Tourism and Culture with social media activists, online and conventional media, and tourism business owners in the Malang Raya area. This discussion was held as a form of friendship and cooperation in utilising social media to strengthen tourism promotion in Malang Regency.

5. Cooperation With Private Sector

The Tourism and Culture Office collaborates with the private sector through the Corporate Social Responsibility (CSR) program, both to improve tourism destinations and to support events held. One form of corporate social responsibility related to optimising tourism is undertaken by PT Pertamina Persero in the Ngudel Beach Nature Conservation in Sindurejo Village, Gedangan District. Additionally, several private companies, namely PT SAB Gondanglegi, PG Kebon Agung, and PT Greenfields, supported the planting of 4,000 trees in the Coban Jahe area to commemorate Indonesian Tree Planting Day. A total of 4,800 tree seedlings and 4 tonnes of organic fertiliser were collected. Cooperation with the private sector was also carried out with Bank Negara Indonesia, which sponsored the Malang Jazz Festival and the installation of branding logos at the rice field cafe in Pujon Kidul Tourism Village.

6. Formation of District Tourism Partners (Miparka)

Miparka is a working partner of the Tourism and Culture Office in the district area that carries out tourism tasks and functions, including collecting data on tourism actors and managers; reporting tourist visit data; promoting tourism; and communicating and coordinating for tourism development at the district and inter-district levels. Miparka is comprised of tourism stakeholders in the sub-district area, including tourism destination managers; hotel, homestay, and guesthouse owners; restaurant and culinary stall owners; souvenir center owners; artisans and MSMEs; entertainment venue, karaoke, and massage parlor owners; and owners of art studios, art groups, and local cultural tradition groups.

The purpose of establishing Miparka is to serve as a platform for coordination, collaboration, synergy, and discussion in planning, developing, and promoting tourism at the sub-district level. The purpose of establishing Miparka is to provide input and policy proposals for tourism development, conduct periodic evaluations and monitoring of tourism at the sub-district level, periodically submit updated data on tourism potential, organize and hold tourism events and promotions at the sub-district and district levels, and facilitate the provision of tourism services in the sub-district area.

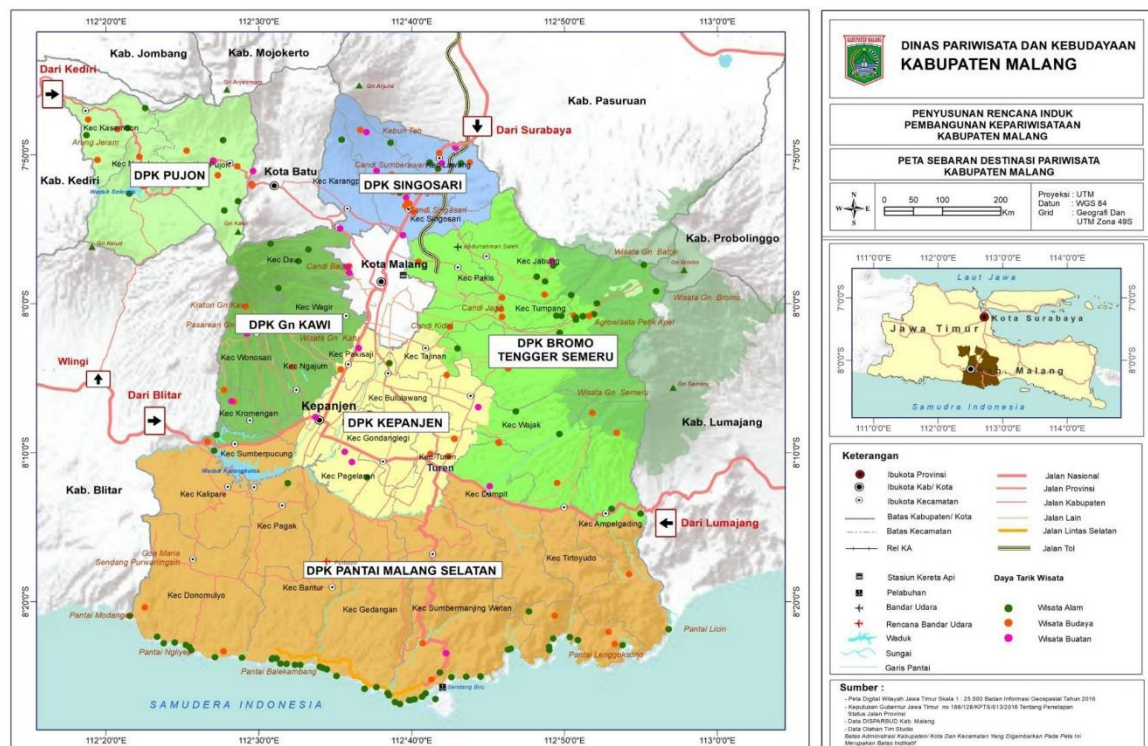
7. Establish the Master Plan for Tourism Development of the District

The Kabupaten Tourism Development Master Plan, hereinafter referred to as RIPPARKAB, is a kabupaten tourism development planning document for the period of 15 (fifteen) years, starting from 2022 to 2037, which serves as a guideline for kabupaten tourism development. Tourism development in the district is a process of change towards the better, encompassing

planning, implementation, and control efforts, with the aim of creating added value in accordance with predetermined plans. This includes all activities related to tourism, which are multidimensional and multidisciplinary, arising from the needs of every individual and country, as well as the interaction between tourists and local communities, fellow tourists, the government, local governments, and entrepreneurs within the district, in accordance with applicable laws and regulations. Tourism development in the district includes:

a) Development of District Destination (DPK)

DPK is a district-level tourism destination, which is a geographical area within one or more administrative sub-districts containing district-level tourist attractions. (DTWK), Public facilities, tourism facilities, accessibility, and the interconnectedness and complementarity of the community are essential for the realisation of tourism.



- 1) DPK The Bromo - Tengger - Semeru area and its surroundings, which consists of:
 - a) KSPK and surrounding areas
 - b) KSPK Wendit and surrounding areas
 - c) KSPK Tumpang and surrounding areas
 - d) KSPK Taji and surrounding areas
 - e) KSPK Poncokusumo and surrounding areas
 - f) KSPK Coban Sewu and surrounding areas
 - g) KSPK Boonpring and surrounding areas
- 2) DPK Pujon and surrounding areas, which consist of:
 - a) KSPK Pujon Kidul and surrounding areas
 - b) KSPK Ngantang and surrounding areas
 - c) KSPK Kasembon and surrounding areas
- 3) DPK Gunung Kawi and surrounding areas, and surrounding areas:

- a) KSPK Gunung Kawi and surrounding areas
- b) KSPK Sengkaling and surrounding areas
- 4) DPK Singosari and surrounding areas, and surrounding areas:
 - a) KSPK Singosari and surrounding areas
 - b) KSPK Lawang and surrounding areas
 - c) KSPK Kebun Teh Wonosari and surrounding areas
- 5) DPK Wilayah Malang South Beach and surrounding areas which consist of :
 - a) KSPK Balekambang and surrounding areas
 - b) KSPK Ngliyep and surrounding areas
 - c) KSPK Lenggoksono and surrounding areas
 - d) KSPK Karangates and surrounding areas
- 6) DPK Kepanjen and surrounding areas, which consist of:
 - a) KSPK Kepanjen Kota and surrounding areas
 - b) KSPK Pakisaji and surrounding areas
 - c) KSPK Turen and surrounding areas
- a) Development of district tourism marketing, including: 1) Tourist market development 2) Tourism image development 3) Tourism marketing partnership development 4) Tourism promotion development
- b) Development of district tourism industry, including: 1) Strengthening the tourism industry structure 2) Increasing the competitiveness of tourism products 3) Tourism business partnership development 4) Developing environmental responsibility
- c) Development of district tourism institutions, including: 1) Strengthening tourism organisations 2) Tourism human resource development 3) Tourism research

The vision for tourism development in the district is to create competitive and sustainable tourism in Malang Regency for the welfare of the community. This vision for tourism development will be pursued through 4 (four) missions for tourism development in the district by developing: a) Safe, comfortable, attractive, easily accessible, environmentally conscious tourism destinations that increase regional and community income; b) Synergistic, excellent, and responsible tourism marketing to increase domestic and international tourist visits; c) Competitive, credible, sustainable tourism industry that drives business partnerships and is responsible for the preservation of culture and the environment; and d) Effective and efficient tourism institutions of the district government, private sector, and community, human resources, regulations, and mechanisms to promote the realisation of sustainable tourism.

The district tourism development as referred to in the RIPPARKAB aims to: a) improve the quality and quantity of DPK; b) communicate DPK using effective, efficient, and responsible marketing communication media; c) realise a tourism industry capable of driving the regional economy; and d) develop tourism institutions and governance capable of synergising tourism industry development, tourism destinations, and tourism marketing professionally, effectively, and efficiently.

Meanwhile, the objectives of the district's tourism development are: a) increasing regional gross domestic product in the tourism sector; b) increasing the number of foreign tourist visits; c) increasing the number of domestic tourist movements; and d) increasing the number of direct tourism sector workers.

The direction of district tourism development outlined in the RIPPARKAB, which serves as the basis for formulating policy directions, strategies, and program indications for district tourism development, includes: a) District tourism development is carried out based on the

principles of sustainable tourism development; b) District tourism development is carried out with an orientation towards efforts to preserve cultural and natural environmental resources, economic growth, increase employment opportunities, and reduce poverty; c) District tourism development is carried out with good governance; d) District tourism development is carried out in an integrated manner across sectors, regions, and stakeholders; and e) District tourism development is carried out by encouraging public-private partnerships.

CONCLUSION

The Department of Tourism and Culture plays an important role in tourism development. Several strategies have been implemented to increase the number of visits and overall tourism development. Local governments play a very central role, even though this role should also be shared by other tourism stakeholders. This role is evident from planning to the action plan stage, all of which are carried out by the local government, including: developing a provincial tourism master plan (RIPPDA), formulating the Malang tourism brand "Malang as The Heart of East Java," organising various local events, community-level campaigns for tourism enthusiasts "Sahabat Wisata," collaborating with the private sector through CSR programs, establishing District Tourism Partners (Miparka), and developing a district-level master plan (RIPPARKAB) as. Based on the analysis results, there are at least several implications that pose challenges for the future, namely the shortage of human resources, the development of tourism destination facilities and infrastructure, improving access to tourism destinations, incentives in tourism branding programs, and monitoring tourism development involving both internal and external parties.

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