

SAFE TOURISM IN SEMARANG CITY THROUGH CONVENTIONAL CRIME PREVENTION

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Article Info	Abstract
Keywords: safe tourism; security of tourist attractions; conventional crime; Semarang Police Department; regional development. Received: [Month dd, yyyy] Approved: [Month dd, yyyy] Published: [Month dd, yyyy]	This study examines efforts to create safe tourism in Semarang City through the optimization of conventional crime prevention in tourist attraction areas under the jurisdiction of Polrestaes Semarang. Tourism is a strategic sector supporting Semarang's economic growth, which reached 5.79% in 2023, making security guarantees for both domestic and international tourists an absolute prerequisite. The background of this research is the high level of conventional crime, with a total of 501 reported crimes during 2022–2023, potentially reducing tourist visits and damaging Semarang's image as a tourism destination. This study employs a descriptive-analytical method with a qualitative approach. Data were collected using Environmental Scanning (ES) and Organization Health Audit (OHA), then analyzed using SWOT, Analytical Hierarchy Process (AHP), and Strategic Factor Analysis Summary (SFAS). The results recommend three pathways to strengthen tourism security: (1) pre-emptive, through strengthening tourism security personnel competency and leveraging tourism information technology; (2) preventive, through regular patrols at destinations, crime mapping, and strengthening sub-district police units as early detection bases; and (3) repressive, through accelerated case resolution involving tourists and the application of restorative justice. The recommended strategy applies a horizontal integration approach, with short-term priorities including CCTV installation, personnel competency development, and early detection; medium-term priorities including increased stakeholder participation and case digitalization; and long-term priorities including community empowerment, data-based crime mapping, and restorative justice implementation. Keywords: safe tourism; tourism security; conventional crime; Polrestaes Semarang; regional development.

INTRODUCTION

The tourism sector is one of the main pillars of strategic regional development because it has a *multiplier effect* on various economic sectors, ranging from hospitality, culinary, transportation, trade, to the creative industry (Sumastuti, Prabowo, & Violinda, 2021). The city of Semarang as the capital of Central Java Province has a wealth of diverse tourist destinations, ranging from *heritage* tourism such as Kota Lama and Lawang Sewu, religious tourism such as Sam Poo Kong and the Great Mosque of Central Java, marine tourism in the Marina and Tirang Beach areas, to culinary tourism along Jalan Pandanaran. In 2023, the City of Semarang won 1st place in the Regional Development Award (PPD), one of the driving factors is the development of tourist attraction areas as a driving force for the local economy (Bappenas, 2020).

To realize sustainable tourism, the safety factor is a non-negotiable prerequisite. Tourists, both domestic and foreign, will choose destinations that can provide a sense of security and comfort during their visit. Wirajuna and Supriadi (2017) emphasized that security is one of the most important conditions in the tourism industry which has a major impact on the sustainability of travel activities, as well as being one of the factors that determine the decision of tourists to visit a destination. Tourist attraction areas are generally crowded places and become a meeting point between tourists and local communities, thus opening up opportunities for various forms of crime, ranging from theft, fraud, embezzlement, to pickpocketing tourists. The Semarang Police as a state tool that has a role in maintaining public security and order is required to be able to provide protection and services, especially for tourists who visit the city of Semarang (Law No. 2 of 2002).

But in fact, there are still various forms of conventional crime that endanger the safety of tourists. Based on data from the Semarang Police Operational Title, there were 501 reports of conventional crimes in the 2022–2023 period. The high number indicates that security, including in tourist attraction areas, has not been maintained optimally. This condition has the potential to reduce the rate of tourist visits, slow down the growth of the tourism sector, and ultimately become an obstacle to the sustainable regional development process (Semarang Police Operational Title, 2023).

Table 1. Comparison of Tourist Attractions with Reported Crime (2025)

Regencies/Cities Central Java	in	Number	of	Ranking DTWs	DTW	Crime Reported	Ranking Crime
Semarang City		70		#6		1,116	#1
Kabupaten Sragen		22		#29		338	#2
Klaten Regency		93		#3		274	#3
Kabupaten Grobogan		29		#26		264	#4
Kabupaten Pati		36		#19		257	#5
Banyumas Regency		79		#5		154	#19
Kabupaten		84		#4		134	#24
Karanganyar							
Kabupaten Kebumen		131		#1		126	#25
Kabupaten Wonosobo		113		#2		81	#33

Source: Central Java BPS Statistical Data (Reprocessed by the researcher)

Table 1 presents a comparison of the number of Tourist Attractions (DTW) and criminal case reports in all districts/cities in Central Java Province in 2025. The data reveals a striking pattern: Semarang City ranks 6th in terms of the number of tourist attractions with 70 DTWs, but at the same time ranks first in terms of criminal case reports with 1,116 cases, the highest number among the 35 districts/cities in Central Java. This contrast becomes even more pronounced when compared to other regions with high DTW ratings: Kebumen Regency with 131 DTWs only recorded 126 cases (ranked 25th), while Wonosobo Regency with 113 DTWs only recorded 81 cases (ranked 33rd). Therefore, Semarang City is the only area in Central Java that simultaneously occupies a high position, both in terms of tourist attraction density and criminal incidents, which indicates that the concentration of tourism activities in the region has not been balanced by an adequate security management system.

Based on these conditions, strategic and systematic steps are needed from the Semarang Police to improve security in the tourist attraction area. The Semarang Police is committed to optimizing conventional crime prevention to create a safe, comfortable, and conducive tourism ecosystem for all tourists (Purnomo, 2020). This study focuses on three main issues that refer to the crime management theory of U.S. Alam (2010) in the context of tourism: (1) How are pre-emptive efforts in conventional crime prevention that can realize safe tourism in the tourist attraction area of Semarang City? (2) What are preventive measures that can protect tourists from the threat of conventional crime? (3) How can repressive efforts ensure legal certainty for tourists who are victims of crime and strengthen the deterrent effect?

METHODOLOGY

This research was conducted at the Semarang Police Station, with the research time starting in March 2024 and the data period used is 2022–2023. The research uses an analytical descriptive approach with the aim of describing the security problems of tourist areas, presenting alternative solutions, and choosing the right strategy to solve these challenges (Sudirman, 2018).

In the data collection process, the author analyzes the organizational environment by utilizing the concept of *strategic analysis*, namely *Environmental Scanning* (ES) and *Organization Health Audit* (OHA). After that, a SWOT evaluation is carried out. Data analysis was carried out using the SWOT analysis concept proposed by Setyo Riyanto (2018), which is a method of preparing organizational strategies that are a single business unit, by identifying strengths, weaknesses, opportunities, and threats to efforts to realize safe tourism, as well as comparing internal factors with external opportunities and obstacles. The analysis method is continued with *the Analytical Hierarchy Process* (AHP). According to Setyo Riyanto (2018), AHP is a decision-making system with various criteria through the use of *expert choice software* to prepare strategic planning,

resource allocation, and public policies, which are then formulated in vision, mission, goals, objectives, policies, strategies, and *action plans*. The research frame of mind can be seen in Figure 1.

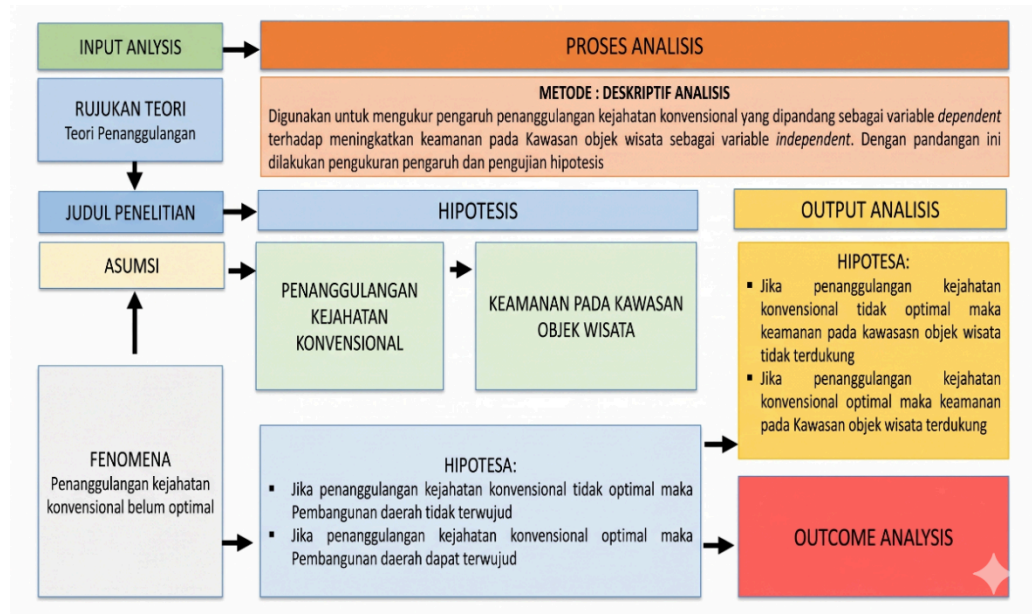


Figure 1. Research Thinking Framework
Source: processed by researchers

FINDINGS AND DISCUSSION

Factual Condition of Regional Development and Tourism Sector in Semarang City

Regional development is a comprehensive effort to improve the quality of life of the community through improving welfare, strengthening infrastructure, and empowering the local economy. The tourism sector in Semarang City is one of the driving forces of regional development because of its significant contribution to economic growth. The Head of BPS Semarang City reported that Semarang City's economic growth in 2023 reached 5.79%, an increase compared to 2022 which was 5.73% (BPS Semarang City, 2023). This increase was driven by the processing, construction, and trade industry sectors, where the trade sector is closely related to tourism, culinary, and hospitality activities.

The Gross Regional Domestic Product (GDP) per capita of Semarang City also experienced a significant increase, reaching IDR 146.87 million per year, up from IDR 135.33 million per year in 2022, as shown in Figure 2. This growth shows that tourism supporting sectors such as trade and services make a real contribution to regional development. Therefore, maintaining and increasing tourist visits is a strategic agenda that requires security guarantees.

Factual Condition of Security in Tourist Attraction Areas

Safety in the area of the tourist attraction is an essential aspect to ensure a safe and enjoyable experience for tourists. The Semarang Police have made various efforts to maintain the security of tourist areas, including the deployment of 1,078 personnel in the context of securing the Christmas and New Year (Nataru) holidays which are the peak period of tourist visits, as well as the construction of 15 security post points. However, the number of tourist destinations spread throughout the Semarang City area demands a more even deployment of personnel and a more integrated security strategy so that tourists can enjoy all destinations without worry.

A study by Sumastuti et al. (2021) on three types of tourism in Semarang City found that the level of community involvement varies widely: high in historical/natural tourism of Kreo Cave, limited to Gubug Rembug cultural tourism, and relatively low in Pandanaran culinary tourism because it is a business area and not a settlement. This variation shows that a participatory approach in securing tourist areas cannot be standardized, but must be adapted to the socio-economic characteristics of each destination.

Factual Condition of Conventional Crime Prevention in Tourist Areas

Conventional crime prevention in tourist areas requires a comprehensive and coordinated approach. Based on data from the Semarang Police Operational Degree in 2023, there is an increase in the number of crime reports from 2022 to 2023, as presented in Table 2.

Table 2. Handling Prominent Crimes 2022–2023

Types of Crimes	TW I 2022 Report	TW I 2022 Comple ted	%	TW I 2023 Report	TW I 2023 Comple ted	Trend
Clean	18	18	100%	41	22	Down 46.34%
Curranmor	31	13	41,94%	36	25	Up 27.51%
Drugs	53	49	92,45%	66	62	Up 1.49%
Anirat	31	26	83,87%	27	26	Up 12.43%
Curras	5	5	100%	5	1	Down 80%
Fire/ Combustion	2	1	50%	0	0	Down 50%
Rape	0	0	0%	2	1	Up 50%
Murder	2	4	200%	0	1	Down 200%
Embezzlement	60	25	41,67%	43	31	Up 30.43%
Scams	49	29	59,18%	42	28	Up 7.48%

Upal	0	0	0%	0	2	Up 200%
Penculikan	0	0	0%	0	0	Fixed 0%
Gambling	0	3	300%	5	5	Down 200%
Blackmail	3	2	100%	1	1	Fixed 0%
	251	170	67,73%	262	197	Up 7.46%

Source: Semarang Police Operational Holding 2023

In 2022, there were a total of 251 reports and 170 completed with a percentage of 67.73%. In 2023, the total number of reports increased to 262 and completed 197 with a percentage of 75.19%. The increase in the number of reports indicates that conventional crime prevention has not been implemented optimally, so it is a warning signal for the tourism sector of Semarang City.

Pre-Emptive Efforts in Supporting Safe Tourism

Pre-emptive efforts are based on the policy direction and strategy of the Semarang Police to improve proactive prevention of potential crime in tourist areas. Based on the 2023 Semarang Police Training Data Recap, of the 2,061 personnel (1,959 National Police and 102 civil servants), only 463 personnel (22%) have participated in Dikjur/Dikbangspes, while 1,598 personnel (78%) have not participated in similar training, as shown in Table 3.

Table 3. List of Semarang Police Personnel Who Have Carried Out the 2023 Training

Unity	Numb er of Police Press	Numb er of Civil Servan t Press	Total Amou nt	Recommen ded	Dikj ur %	Not yet	Prolat e Alrea dy	Prola te Has Not Yet
Semara ng Police and Police Ranks	1,959	102	2,061	463	22%	1,598	486	1,575

Source: 2023 Semarang Police Training Data Recap

This condition indicates uneven personnel competence, which can hinder efforts to secure tourists. Other facts found: (1) the implementation of training/training for some personnel; (2) the uneven provision of competencies that hinder efforts to secure tourist

areas; and (3) there has not been a learning curriculum that specifically discusses the prevention of crimes against tourists, including the handling of cases involving foreign tourists.

Preventive Efforts in Securing Tourism Destinations

Preventive efforts are directed at anticipation that can increase security in crowded places, especially tourist attraction areas. The Semarang Police has held the Ketupat Temple Post as a form of security during the peak period of tourist visits, as presented in Table 4.

Table 4. Ketupat Temple Post Deployment 2023

Yes	POS PAM, YAN & Integrated	Location	Region
1	PAM GT Banyumanik Post	Banyumanik Toll Gate	Sec Tembalang
2	PAM Post Exit ADA Toll	Copyright © 2019 Sridevi BMS. All Rights Reserved.	Banyumanik Resort & Spa
3	PAM Post Exit Gayamsari Toll	Brig. Gen. Sudiarto	Sek Gayamsari
4	PAM Post Exit Krapyak Toll Road	Copyright © 2019 Siliwangi Hotels. All Rights Reserved.	Sec SMG Barat
5	PAM Genuksari Post	Stuttgart	Sek Genuk
6	PAM Penggaron Post	Brig. Gen. Sudiarto	Sec Pedurungan
7	Pos YAN Rest Area 43A B	Rest Area KM 43A B	Elephant Sanctuary
8	YAN Post Tawang Stadium	Copyright © 2019 Tawang Sari Hotels. All Rights Reserved.	North SMG Sec
9	YAN Post Poncol Stadium	Copyright © 2019 Imam Bonjol. All Rights Reserved.	North SMG Sec
10	YAN Post TJ Gold Port	Jl. Coaster	Sec Kpte
11	YAN Post A. Yani Airport	Copyright © 2019 Copyright © 2019 Copyright © 2019 Copyright	Sec SMG Brt
12	YAN Terminal Mangkang Post	Copyright © 2019 Ukip Rumohardjo All Rights Reserved.	Sec Tugu

Source: Semarang Police 2023

These security posts are spread across strategic points that are the gateway for tourists to Semarang City, such as Ahmad Yani Airport, Tanjung Emas Port, and several major toll *exits*. This spread still needs to be expanded to include core tourism destinations such as Kota Lama, Lawang Sewu, Sam Poo Kong, and the Great Mosque of Central Java.

Repressive Efforts against Crime in Tourist Areas

Repressive efforts are law enforcement measures after a crime occurs. The conventional crime rate shows a decrease from 715 cases (2022) to 581 cases (2023), but it is still relatively high. The Semarang Police Gakkum Index increased from 109.91% (2022) to 123.96% (2023). For the context of tourism, the speed and professionalism of handling cases involving tourists, especially foreign tourists, is very important because the results can affect the reputation of the city of Semarang in the eyes of the world. The application of *restorative justice* policies is also relevant in minor cases involving tourists.

SWOT Analysis for Safe Tourism

Based on factual conditions, strengths, weaknesses, opportunities, and threats are identified in an effort to realize safe tourism in Semarang City. Internal forces include the implementation of patrols, the existence of mapping, leadership commitment, the existence of the ranks of the Police that are close to tourist destinations, and *restorative justice* policies. Internal weaknesses include delays in case resolution, limited early detection, uneven human resources trained in tourism security, lack of cooperation with tourism *stakeholders*, and lack of optimal public education around tourist destinations. Weaknesses related to cooperation with tourism *stakeholders* are in line with the findings of Sumastuti et al. (2021), which identified budgets, human resources, mindsets, regulations, and cooperation between *stakeholders* as the main obstacles in the management of tourism in Semarang City.

External opportunities include positive economic growth, support for regional development policies, development of tourism information technology, active participation of the tourism community, and the momentum of Semarang as a heritage tourism destination. External threats include the large number of tourist crowded areas that are difficult to monitor simultaneously, the narrow view of some people towards tourists, economic disparities that can trigger crime, the dynamics of the strategic environment, and the weak support of electronic media for tourism safety education.

EFAS, IFAS, and SFAS

The results of external weighting are presented in Table 5, internal in Table 6, and strategic summary in Table 7.

Table 5. External Factors Analysis Summary (EFAS)

Factor	Weight	Rank	Total
OPPORTUNITIES			
Economic growth of Semarang City	0.12	8	0.98
Regional development policy support	0.11	7	0.77
Development of tourism IT	0.10	7	0.72
Participation of the tourism community	0.09	6	0.56

Semarang's momentum as a heritage destination	0.08	6	0.55
Sub-Total Opportunities	0.500		3.583
THREATS			
The number of tourist crowded areas	0.12	3	0.37
A narrow view of society	0.12	4	0.46
Economic disparities of society	0.09	2	0.19
Development of the strategic environment	0.09	3	0.27
Weak support for electronic media	0.08	2	0.16
Sub-Total Threats	0.500		1.442

Source: Researcher's own analysis, 2024

Table 6. Internal Factors Analysis Summary (IFAS)

Factor	Weight	Rank	Total
STRENGTHS			
Patrols in tourist destinations	0.09	7	0.64
The implementation of mapping of tourist areas	0.11	8	0.84
The commitment of the leadership	0.10	6	0.58
The existence of a police station near tourist destinations	0.10	7	0.72
Restorative justice policy	0.10	6	0.62
Sub-Total Strengths	0.500		3.405
WEAKNESSES			
There is a delay in resolving cases	0.11	3	0.34
Limited early detection in tourist areas	0.08	4	0.33
Uneven human resources for tourism security	0.12	3	0.35
Lack of cooperation with tourism stakeholders	0.09	2	0.19
The education of the community around tourism has not been optimal	0.09	4	0.38
Sub-Total Weaknesses	0.500		1.583

Source: Researcher's own analysis, 2024

Based on the results of EFAS (odds score 3,583 and threat 1,442) and IFAS (strength score 3,405 and weakness 1,583), the organization is in cell 5a Growth, as shown in Figure 3. The organization's response is carried out through a *horizontal integration strategy*, which means that the Semarang Police need to optimize conventional crime prevention to realize safe tourism in Semarang City as a support for regional development.

Strategy Formulation

Vision: The realization of safe tourism in Semarang City through the optimization of conventional crime prevention to support regional development.

Mission: (1) Strengthening pre-emptive efforts to build a culture of tourism safety awareness; (2) Strengthening preventive efforts through the presence of personnel and technology in tourist destinations; and (3) Strengthening rapid and professional repressive efforts against crimes that befall tourists.

The policy basis used includes: (1) Law No. 2 of 2002 concerning the National Police of the Republic of Indonesia; (2) Law No. 17 of 2011 concerning State Intelligence; (3) Perkap No. 6 of 2019 concerning Criminal Investigation; and (4) Perpol No. 1 of 2021 concerning Community Policing.

Strategy Implementation

Short-Term Strategy (0–3 Months)

In the short-term period (score 0.298–0.416), the prioritized strategies include: (1) prevention in crowded areas of vulnerable tourist attractions, with CCTV installation programs in vulnerable points such as Kota Lama, Lawang Sewu, Sam Poo Kong, and the Pandanaran area for *real-time* monitoring; (2) strengthening the competence of tourism security personnel, through *tourism security certification programs*, basic foreign language training, and case handling workshops involving foreign tourists; and (3) strengthening the ranks of the Police as an early detection base around tourist destinations, through routine reporting and periodic evaluation of the effectiveness of early detection.

Medium-Term Strategy (0–6 Months)

In the medium term period (score 0.416–0.533), the prioritized strategies include: (1) increasing the participation of tourism actors and the community in tackling conventional crime, through crime prevention socialization to managers of tourist destinations, hotels, restaurants, and tour guides. This participatory approach is supported by the empirical findings of Wirajuna and Supriadi (2017) in the Jerowaru tourist area, West Nusa Tenggara, which found that tourism awareness groups (Pokdarwis) have a significant effect on tourist safety through five main functions: *monitoring*, community participation, tourism awareness education, policy socialization, and program monitoring and evaluation; and (2) increasing the acceleration of case resolution in tourist areas, through the transformation of physical documents into digital and intensive case management training with special priority on cases involving tourists.

Long-Term Strategy (0–12 Months)

In the long-term period (score 0.533–0.651), prioritized strategies include: (1) empowering the role of community leaders and the tourism community through regular discussion forums. This approach is relevant considering that Sumastuti et al. (2021) concluded that the effective development of tourism in Semarang City requires synergy between the community, the government, and business actors. Furthermore, Wirajuna and Supriadi (2017) show that although the influence of tourism-conscious groups on tourist safety is significant, the contribution is only 17.1% ,underlining that community empowerment must go hand in hand with strengthening other aspects such as formal security by the police; (2) strengthening the mapping of vulnerable tourist areas through an integrated data platform and *destination heatmap*; (3) the implementation of *restorative justice* policies in cases of crimes against tourists through coordination with elements of the *Criminal Justice System* (CJS); (4) IT empowerment for tourist security through a *mobile* application with a *panic button* feature integrated with the *Polrestabes command center*, as well as the use of drones for surveillance of large tourist areas; and (5) empowerment of *Forkopimda* and the *Tourism Office* as a forum for cooperation through regular coordination meetings between tourism stakeholders.

Evaluation and Control

Evaluation and control are carried out through risk management which involves communication and consultation through periodic meetings, incidental meetings, *Focus Group Discussions* (FGDs), and the development of risk management information systems (Bramantyo, 2008). The Semarang Police Chief is designated as the owner of the risk, with the scope of implementation in all Semarang Police and Police ranks in the 2025 period.

The main risks identified were the implementation of suboptimal personnel education and training (R1), categorized as Policy Risk with Likelihood Level 4 (Frequently Occurring) and Impact Level 4 (Significant), resulting in a Risk Magnitude of 21 (Very High). After mitigation through the preparation of a special training plan for tourism security, residual risks are expected to drop to Possibility Level 2 and Impact 3 with a Risk Amount of 9 (Low).

CONCLUSION

Based on the results of the research and discussion, three conclusions can be drawn regarding efforts to realize safe tourism in the city of Semarang. First, pre-emptive efforts in supporting safe tourism have not been optimal, marked by the fact that there are still 78% of personnel who have not participated in *Dikjur/Dikbangspes* and a special learning curriculum for securing tourist areas has not been prepared. Second, preventive efforts carried out by the Semarang Police, one of which is through the 2023 *Ketupat Temple Post*, have not fully anticipated all criminal threats against tourists. Third, although the conventional crime rate has decreased from 715 cases (2022) to 581 cases

(2023), this figure is still relatively high and has the potential to disrupt the image of Semarang as a tourist destination.

Based on the above conclusion, three policy recommendations were submitted. First, recommend to the Up Police Chief. Karo Ops to organize socialization and personnel coaching activities related to tourist security and conventional crime prevention in tourist attraction areas, including basic foreign language training for personnel on duty in tourist destinations. Second, recommend to the Up Police Chief. Karo Ops to arrange specific operational activities in major tourist destinations and crime-prone areas, in full coordination with the Tourism Office and tourism associations. Third, recommend to the Up Police Chief. Karo HR and Dirreskrim to increase the certification of investigators of the Central Java Police and the ranks of the Police to be able to handle cases involving tourists quickly and professionally.

The limitation of this research lies in the limited scope of data in the 2022–2023 period and the jurisdiction of the Semarang Police. Further research is recommended to examine the effectiveness of the implementation of the recommended strategy and expand the scope to other tourist destinations in Central Java.

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