

Local-Based Tourism Management and Challenges in Sustainable Destination Development in North Lombok Regency

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ARTICLE INFO

Article history:

Received February 20, 2026

Revised February 27, 2026

Accepted March 25, 2026

Available online March 26, 2026

Keywords:

Local-based Tourism; Sustainable Tourism; Local Institutions

ABSTRACT

This study aims to analyze locally based tourism governance practices and identify challenges in developing sustainable tourism destinations in North Lombok Regency, West Nusa Tenggara. The study uses a qualitative case study design. Data were obtained through in-depth interviews with local government officials, tourism village managers, and local institutions, supported by documentary studies. Data analysis used thematic analysis to identify governance patterns, institutional dynamics, and factors influencing destination development. The results show that locally based tourism governance develops through the strengthening of community institutions, such as tourism awareness groups and village-owned enterprises, with the government acting as a facilitator and capacity builder for the community. However, governance implementation still faces various challenges, including policy fragmentation, weak coordination among institutions, limited local institutional capacity, limited fiscal support, dependence on external tourist flows, and disparities in destination development. The findings confirm that the success of sustainable destination development depends heavily on institutional capacity-building, policy integration, and stakeholder collaboration. This study contributes to the development of locally based tourism governance research and provides policy implications for more participatory and sustainable regional tourism management.

1. INTRODUCTION

The tourism sector has become a strategic instrument in regional economic development, improving community welfare and strengthening regional competitiveness. In the context of regional development, tourism is not only understood as an economic activity but also as a social, institutional, and governance system that involves various actors, ranging from the government and the private sector to local communities. Therefore, the success of tourism development is largely determined by the effectiveness of governance that integrates the interests of various stakeholders collaboratively and sustainably (Taufik et al., 2023). This type of governance requires consistent commitment from local governments and stakeholders through sustainable tourism strategies integrated into regional programs to support sustainable collaboration among actors, sectors, and lines (Sentanu & Mahadiansar, 2020).

In recent developments, the tourism development paradigm has shifted from a top-down approach to a local-based governance approach that emphasizes community participation, strengthening local institutions, and resource management oriented towards sustainability. This approach aligns with the concepts of community-based tourism and sustainable tourism development, which position local communities as key actors in planning, managing, and deriving economic benefits from tourism. Local-based tourism governance is believed to increase policy legitimacy, strengthen community institutional capacity, and encourage a more equitable distribution of tourism benefits (Anugrah et al., 2021). However, the main challenge in implementing this governance often stems from the lack of active involvement of local communities in decision-making, which can lead to social and environmental imbalances (Putra et al., 2023).

Studies on tourism governance emphasize that tourism destination management cannot rely solely on administrative authority but requires governance mechanisms involving multiple stakeholders,

institutions, and policy levels. Governance in tourism refers to the processes, structures, and institutional arrangements that stakeholders use to coordinate their actions, negotiate interests, and collectively manage tourism resources (Labib et al., 2023). According to Ansell & Gash in Saraswati et al., (2023), collaborative governance is a central approach within this framework, as tourism development inherently involves interdependence between government agencies, private actors, and local communities. Collaborative governance enables shared decision-making, collective problem-solving, and the co-production of policies and programs that support sustainable tourism development.

In addition, the concept of community-based tourism (CBT) has emerged as a key approach in strengthening local participation in tourism governance. CBT emphasizes the central role of local communities in planning, managing, and benefiting from tourism activities, thereby promoting local empowerment, cultural preservation, and equitable distribution of economic benefits (Sapkota et al., 2024). However, the effectiveness of community-based tourism governance largely depends on the institutional capacity of local organizations, including their ability to coordinate actors, manage resources, and adapt to external changes. Institutional capacity, therefore, becomes a critical factor in determining whether local tourism governance can function effectively and support the development of sustainable destinations (Neupane, 2021).

However, the implementation of locally based tourism governance in practice is not linear and often faces various structural, institutional, and policy challenges. The complexity of tourism governance arises from the nature of this sector, which involves many actors across sectors and levels of government, requiring effective coordination, adequate institutional capacity, and consistent policy integration. In this context, issues such as institutional fragmentation, overlapping authorities, limited capacity of local organizations, and weak synchronization of development policies could hamper the effectiveness of locally-based tourism governance (Widaningrum & Damanik, 2018). For example, in many tourist destinations, including Indonesia, insufficient collaboration between actors and stakeholders across sectors has been found, often due to an unintegrated tourism governance system (Sadat et al., 2025).

This condition also occurs in the North Lombok Regency, West Nusa Tenggara, which is one of the leading tourist destinations with significant natural resources, culture, and tourist villages. Tourism development in this region has focused on strengthening locally-based governance through the formation of tourism awareness groups, tourism village management, and increased human resource capacity in tourism. However, the destination development process still faces various challenges, including limited coordination among institutions, fragmentation of tourism development programs, uneven destination development, and limited local institutional capacity to manage tourism potential sustainably.

On the other hand, demands for sustainable tourism destination development are increasing in line with growing global awareness of the importance of environmental conservation, socio-cultural sustainability, and equitable distribution of tourism economic benefits. The concept of sustainable destinations emphasizes a balance between economic growth, environmental conservation, and the welfare of local communities. However, implementing this concept requires a management system that is adaptive, collaborative, and responsive to local dynamics (As'ad & Hamid, 2025). These efforts include strengthening the health, safety, and comfort dimensions for tourists to ensure the long-term sustainability of destinations (Windiani et al., 2022). Therefore, integrated policy integration is crucial so that development does not only pursue financial targets but also raises collective awareness of the importance of conserving and protecting physical and social ecosystems (Sari, 2019).

Although studies on tourism development and tourism villages have grown rapidly, research specifically examining the relationship between locally-based locally based tourism governance and the challenges of sustainable destination development from a governance perspective remains relatively limited, especially in the context of developing regions in Indonesia. Most studies focus on the economic aspects of tourism, destination marketing, or the impact of tourism on communities. In contrast, aspects of governance, institutional coordination, and multi-level governance dynamics have not been explored in depth.

Despite the growing body of literature on tourism development, several important gaps remain in the study of tourism governance. Many existing studies focus primarily on the economic impacts of tourism, destination competitiveness, or tourism marketing strategies. In contrast, fewer studies examine the governance mechanisms that shape local-level tourism management. In particular, limited attention has been given to the interactions among local governance arrangements, institutional capacity, and collaborative mechanisms in managing sustainable tourism destinations. This gap is especially evident in developing regions, where tourism governance structures are still evolving, and local communities are increasingly playing a significant role in destination management.

Furthermore, empirical studies examining tourism governance in emerging tourism regions remain relatively scarce. While several studies have discussed community participation and tourism villages in Indonesia, the relationship between local governance structures, institutional coordination, and the challenges of sustainable destination development has not been sufficiently explored from a governance perspective. Therefore, examining tourism governance through the lenses of institutional capacity, stakeholder collaboration, and local participation is essential to understand better how sustainable tourism destinations can be developed and managed effectively.

Based on the theoretical and empirical gaps identified above, an important question arises: how does locally based tourism governance operate in practice and how does it influence the development of sustainable tourism destinations? In particular, understanding how institutional capacity, stakeholder collaboration, and community participation shape tourism governance processes is essential for explaining the dynamics of destination development at the regional level. Therefore, this study addresses the following research questions: (1) how is locally-based tourism governance implemented in regional tourism management, and (2) what institutional and structural challenges influence the development of sustainable tourism destinations.

Based on this background, this study aims to analyze local-based tourism governance and identify challenges in developing sustainable tourism destinations in West Nusa Tenggara. This study seeks to explain the roles of local actors, institutional dynamics, and patterns of stakeholder interaction in regional tourism management. In addition, this study also examines various structural and institutional barriers that affect the effectiveness of tourism governance in promoting sustainable destination development.

Academically, this research is expected to contribute to the development of the tourism governance literature, particularly in the context of locally based governance and sustainable destination development in developing countries. The results of this research are expected to serve as a reference for local governments and stakeholders in formulating more effective, participatory, and sustainable tourism management policies and strategies.

2. METHOD

This study employs a qualitative case study design to gain an in-depth understanding of locally-based tourism governance practices and the various challenges in developing sustainable tourism destinations. A qualitative approach was chosen because this study aims to explore in depth the institutional dynamics, interactions among actors, and decision-making processes in tourism governance that cannot be adequately explained through a quantitative approach. The case study design was used to provide a comprehensive contextual understanding of tourism governance practices within a specific region, thereby enabling the researcher to analyze the relationships among actors, institutions, and policies within that context. This research was conducted in North Lombok Regency, West Nusa Tenggara Province, which was selected as the research location because this region is one of the rapidly developing tourism destinations with significant community-based tourism potential, characterized by the presence of tourism villages, tourism awareness groups (Pokdarwis), and the involvement of local governments and communities in tourism management. In addition, this region faces various institutional dynamics and challenges in coordinating stakeholders' efforts to develop tourism destinations sustainably.

Research informants were selected using purposive sampling, which involves the deliberate selection of informants based on specific criteria—namely, those deemed to possess direct knowledge and experience in tourism management in the region. The criteria for selecting informants include actors directly involved in the planning, management, and development of tourism, as well as those with an understanding of the dynamics of local tourism governance. Research informants consist of government officials responsible for the tourism sector at the provincial and district levels, managers of tourism villages, members of the Tourism Awareness Group (Pokdarwis), and local actors involved in the management of tourist destinations.

Overall, this study involved several key informants across stakeholder categories to obtain diverse perspectives on local tourism governance. Data collection was conducted through semi-structured in-depth interviews, with an interview guide serving as the primary research instrument. The interview guide was systematically designed to elicit information on tourism governance practices, stakeholder coordination patterns, the role of local institutions in destination management, and the various challenges in developing sustainable tourism destinations. Interviews were conducted in person with informants, and all conversations were recorded and transcribed to facilitate data analysis. Data analysis was performed using thematic analysis through several stages, including data reduction, open coding, category grouping, identification of main themes, and interpretation of research findings by linking empirical data to the conceptual framework of tourism governance and sustainable destination development. To ensure the

credibility of the research findings, source triangulation was employed by comparing information obtained from various categories of informants, thereby enhancing the consistency and validity of the research data.

3. RESULT AND DISCUSSION

Table 1. Research Findings

Main Theme	Sub Theme	Empirical Evidence
Local-based tourism governance	Role of Pokdarwis and BUMDes	Community institutions manage tourism activities and village tourism services
Institutional capacity	Strength of community organization	Tourist villages with stable income show stronger institutional cohesion
Governance coordination	Institutional fragmentation	Overlapping programs between government agencies
Fiscal capacity	Limited government budget	Limited intervention in tourism village development
Human resource capacity	Training and certification programs	Government programs to improve tourism human resources
Tourism dependency	Dependence on external destinations	Tourist flows dominated by tour packages from Bali
Regional integration	Uneven destination development	Lack of integration between tourism areas
Sustainable destination challenges	Structural governance barriers	Policy fragmentation, limited capacity, and uneven development

1. Local-Based Tourism Management Through Community Institutions

The success of tourism destination development depends heavily on the active participation and support of local communities, which are essential to the tourism ecosystem (Krisnawati, 2021). However, the main challenge arises when the distribution of economic benefits from tourism activities is uneven within the village community, thereby threatening the sustainability of locally based governance (Ristiawan, 2019). The results of the study show that tourism governance in West Nusa Tenggara has developed through the strengthening of local institutions, particularly tourism awareness groups (pokdarwis) and village-owned enterprises (bumdes). Local institutions play a major role in managing tourism destinations, while local governments serve as facilitators and program supporters.

An informant from the North Lombok Regency Tourism Office explained:

"If the distribution is... managed by the village-owned enterprise with its tourism awareness group... if they have a tourism awareness group, it is easy for us to intervene, and the administration is simple."

These findings indicate that the presence of local institutions is an important prerequisite for government intervention, especially in the provision of program assistance, training, and human resource capacity-building. From a governance perspective, this condition reflects an enabling governance model in which the government serves as a facilitator of community capacity-building.

In addition, the establishment of tourism villages tends to be bottom-up. Informants stated:

"Of those who submitted proposals, they must have come from below him because the government's initiative has run out."

This shows that locally based tourism management is developing through community participation and initiatives that align with the principles of community-based tourism.

The results of the study show that tourism governance at the local level is developing through a local-based approach that places the community as the main actor in destination management. This governance practice is realized through the establishment of local institutions, such as tourism awareness groups (pokdarwis) and tourism village management, and the involvement of village-owned enterprises (bumdes) in tourism economic activities. Local institutions play a role in managing tourist attractions, providing tourism services, developing attractions, and organizing tourism activities at the village level.

Research findings show that local governments act as facilitators, regulators, and capacity builders for communities through training, mentoring, and administrative support for destination management. The pattern of relations between the government and the community reflects a collaborative governance model that emphasizes community participation in tourism management. In

this context, locally based tourism governance reflects a community-based tourism approach that aims to improve community welfare and strengthen local economic independence.

However, the effectiveness of local governance is greatly influenced by the community's institutional capacity, the level of community participation, and the ability of local organizations to manage tourism potential professionally. Tourism villages with robust institutions and well-organized management systems show better destination development than those with limited institutional capacity (Hilman, 2017). The weak managerial system in these management organizations often results in a decline in service quality and an inability to distribute economic benefits evenly to the local population (Lasally et al., 2021).

2. Dynamics and Capacity of Local Institutions in Destination Management

Research has found that local institutional capacity is an important factor in the successful management of tourist destinations. Tourist villages with solid organizations and tangible economic benefits demonstrate more stable governance.

The informant described the condition of the Senaru tourist village:

"In Senaru, it is because they are solid... There is income, which is what makes them solid."

Conversely, tourist villages with unstable visitor numbers exhibit weak participation and commitment from managers.

"There are several tourist villages that have potential, but sometimes they are crowded with visitors, and sometimes they are quiet... eventually they become lazy."

These findings indicate that the sustainability of local governance is highly dependent on economic incentives and the stability of tourist visits. From a governance perspective, this highlights the importance of economic sustainability in strengthening local institutions.

3. Institutional fragmentation and tourism policy coordination issues

Institutional fragmentation and issues of tourism policy coordination stem from a lack of inter-agency integration and overlapping regulations that hinder effective tourism governance (Fatmo et al., 2025). This situation is often exacerbated by sectoral egos among various government departments with different responsibilities, making it difficult to formulate integrated policies and implement synergistic programs (Maimaitiaili, 2024).

The study finds that tourism governance involves various actors with distinct roles and interests, including local governments, local institutions, tourism businesses, and communities. The dynamics of interaction between actors show a pattern of collaborative relationships, but these are not yet fully integrated.

The findings indicate problems with coordination among institutions in tourism development, particularly in synchronizing development programs and destination management. Several infrastructure development and tourism development programs are implemented by various institutions without optimal coordination, resulting in overlapping policies and program discontinuity.

This condition indicates institutional fragmentation in regional tourism governance, which has implications for the low effectiveness of policy implementation. From a governance perspective, this phenomenon reflects the challenges of tourism management across various levels of government and policy sectors.

One of the main findings of the study was the fragmentation of policies and weak coordination between government agencies in tourism development. Development programs from other ministries often run without coordination with regional tourism agencies.

The informant stated:

"The village ministry or tourism office does not know anything... we only receive the benefits."

This situation indicates overlapping policies and weak integration of tourism development planning. From a multi-level governance perspective, this phenomenon shows a failure of coordination between levels of government, which has the potential to hamper the effectiveness of destination development.

4. Limited Fiscal Capacity and Government Support

The study also found that limited fiscal resources were a major constraint to regional tourism development. Informants explained that budgetary support from the central government had declined significantly.

"There is no funding from the central government... zero rupiah."

Budget constraints have prevented local governments from intervening in all tourism villages and have limited human resource development and tourism infrastructure programs. From a governance perspective, this situation demonstrates the state's limited capacity to promote sustainable destination development (Razak, 2024).

5. Local Institutional Capacity and Strengthening Human Resources in Tourism

The rapid development of the tourism sector needs to be balanced with improvements in service quality, particularly in human resources. This is important because human resources are a key component of tourism management and a determining factor in the sector's development. With the advent of the digital era, which has also influenced the tourism sector, strengthening human resource capacity in terms of technology-based innovation and creativity has become an unavoidable necessity (Raharjana & Putra, 2020).

Strengthening local institutional capacity is one of the key strategies in regional tourism development (Pantiyasa, 2018). The results of the study show that local governments are working to improve community capacity through training, technical guidance, and certification of tourism human resources, particularly tour guides and destination managers.

However, the level of local institutional capacity remains significantly varied across destinations. Some tourist villages have good management systems, while others face limitations in human resources, managerial skills, and experience in tourism management. These differences in capacity affect the quality of tourism services and the sustainability of destination management. These findings indicate that the success of locally based tourism governance depends heavily on the community's institutional capacity to manage tourism resources effectively and sustainably.

6. The dependence of the tourism system on external destinations

Another important finding is the high dependence of the local tourism system on external destinations, particularly tourist flows from Bali.

Informants explained:

"Almost 90 percent of tourist arrivals are from Bali... Bali tour packages."

This dependence shows the region's position as a complementary destination in the regional tourism chain. This condition results in an economic benefit distribution that is not optimal for tourist destinations. This phenomenon reflects the core-periphery relationship in the global tourism system, where major destinations control tourist flows and economic value.

7. Imbalance in Destination Development and Regional Integration

The study also shows an imbalance in development between tourist destinations and a lack of integration among tourist areas.

Informants explained the impact of other tourist areas:

"When asked about the impact of Mandalika... there is no impact here because it is far away."

This shows that destination development has not been integrated on a regional scale, so that the benefits of tourism development are not evenly distributed.

8. Challenges in Developing Sustainable Tourism Destinations

Destination management is an important aspect of tourism development planning in order to achieve sustainable tourism. In this context, community-based tourism is a strategic opportunity to develop tourism that is oriented towards the community's interests. Tourism designed and managed by local communities can provide direct benefits by improving welfare and serve as an instrument for poverty alleviation through the multiplier effect of tourism activities. The resulting impacts can be seen in various forms, including direct, indirect, and subsequent impacts arising from increased tourist spending in the local and national economies (Nawang Sari & Rahmatin, 2021).

Research has found that the development of sustainable tourism destinations faces various structural and institutional challenges. The main challenges include the limited fiscal capacity of local governments, uneven development across destinations, and limited tourism-support infrastructure. In addition, tourism development faces issues of uneven distribution of economic benefits and the dominance of certain tourism market structures, which affect tourist visitation patterns and local community income. These conditions have the potential to affect the sustainability of destination management and the balance between economic interests and social sustainability.

From a sustainable development perspective, these conditions indicate that destination development requires not only community participation but also integrated policy support, strong institutional capacity, and a governance system capable of ensuring the sustainability of tourism resources. Overall, the study shows that the development of sustainable tourism destinations in the West Nusa Tenggara region faces various structural challenges, including:

- 1) Limited local institutional capacity
- 2) Fragmentation of development policies
- 3) Limited fiscal resources
- 4) Dependence on external destinations
- 5) Regional development disparities

6) Unstable tourism market structure

The success of tourism development cannot be achieved through a single effort alone, but requires the implementation of various strategies in a balanced and integrated manner (Mariane et al., 2022). This finding shows that a destination's sustainability is not determined solely by the potential of its resources, but also by the effectiveness of governance and stakeholder coordination.

4. CONCLUSION AND RECOMMENDATION

This study shows that locally-based tourism governance in West Nusa Tenggara has developed through the active involvement of the community in managing tourist destinations through local institutions such as tourism awareness groups and tourism village management, as well as through the participation of various actors in tourism activities. Regional tourism governance is collaborative, with local government acting as a facilitator, regulator, and capacity builder for the community. This locally-based approach contributes to increased community participation, strengthened local institutions, and the development of tourism-based economies at the community level.

However, the implementation of locally based tourism governance still faces various structural and institutional challenges that affect the effectiveness of sustainable tourism destination development. The main challenges include institutional fragmentation and suboptimal coordination between agencies, limited human and local institutional capacity, uneven development between destinations, and limited fiscal support and tourism infrastructure. In addition, dependence on the external tourism market structure and uneven distribution of economic benefits also affect the sustainability of destination management.

The findings confirm that the success of sustainable tourism destination development is not only determined by community participation but also heavily depends on institutional capacity, effective stakeholder coordination, and the integration of tourism development policies. Therefore, strengthening locally based tourism governance should focus on increasing community institutional capacity, strengthening cross-sector and cross-level government coordination, and developing integrated tourism policies oriented towards economic, social, and environmental sustainability.

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