

Tourism Policy Based on Good Tourism Governance in Realizing Sustainable Tourism in the Lake Toba Tourism Area, North Sumatera

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Abstract

This study aims to analyze and formulate tourism policies based on Good Tourism Governance (GTG) in realizing sustainable tourism in the Lake Toba Tourism Area. As one of the super priority destinations in Indonesia, the development of Lake Toba faces challenges related to environmental conservation, improving the welfare of local communities, and managing sustainable tourist attractions. This study is a survey study which is then analyzed using SEM based on variants or PLS-Path Modeling. The results of the study indicate that the implementation of GTG principles, such as community participation, transparency, accountability, and partnerships between stakeholders, plays a significant role in creating sustainable tourism. An effective policy model in the Lake Toba Area involves synergy between the government, local communities, and the private sector in maintaining a balance between economic, social, and environmental aspects. The development of this GTG-based policy is expected to maximize the tourism potential of Lake Toba while maintaining the sustainability of natural resources and strengthening the capacity of local communities.

Keywords:

good tourism governance; sustainable tourism; tourism policy; community participation

Introduction

Tourism is one of the most important sectors for the Indonesian economy. As an archipelagic country with abundant natural resources, Indonesia has enormous tourism potential, ranging from natural tourism, culture, to artificial tourism. In the context of national development, the tourism sector has been identified as a driving force of the economy that can make a significant contribution to job creation, increasing regional income, and infrastructure development. One of the leading tourism destinations that is currently the focus of development by the government is the Lake Toba Tourism Area located in North Sumatra Province.

Lake Toba is the largest volcanic lake in Indonesia and one of the largest in the world. With its extraordinary natural beauty, Lake Toba also has a very strong historical and cultural value, especially related to the Batak people who inhabit the area. Therefore, tourism development in this area is not only aimed at increasing tourist visits, but also to maintain the sustainability of local culture and the sustainability of the natural environment. In an effort to advance the tourism sector in this area, a comprehensive and sustainable policy is needed. The policy must include aspects that not only focus on improving the economy, but also pay attention

to environmental balance and active involvement of local communities. (Hajar, 2022) The Lake Toba area, with all its potential, faces a number of major challenges in its development as a world-class tourism destination. One of the main challenges often faced in developing tourism in this area is the negative impact on the environment. The increase in the number of tourist visits without being balanced by good management can cause ecosystem damage, water and soil pollution, and erosion around the area. In addition, dependence on the unsustainable tourism industry can also threaten the sustainability of natural resources in the future.

On the social side, tourism development in Lake Toba must also pay attention to the welfare of local communities, most of whom still depend on the agricultural and fisheries sectors. There are many cases where tourism development that does not pay attention to social and cultural aspects can lead to economic inequality and marginalization of local communities. Therefore, good tourism policies must be able to accommodate the interests of local communities, actively involve them in the decision-making process, and ensure that the benefits of the tourism sector can be felt evenly by all parties.

The concept of Good Tourism Governance or good tourism management is an important approach in efforts to realize sustainable tourism in Lake Toba. This approach emphasizes transparency, accountability, participation, and sustainability in every aspect of tourism management. (Jamal & Camargo, 2018); (Hübner et al., 2014) Good Tourism Governance emphasizes the importance of close collaboration between the government, private sector, local communities, and other stakeholders. By implementing good tourism governance, it is hoped that various challenges faced in tourism development, such as environmental damage, social inequality, and lack of local community support, can be overcome properly. In the context of tourism, good governance means the involvement of all stakeholders, both from the government, private sector, local communities, and tourists, in the planning, implementation, and evaluation of tourism policies.

The implementation of Good Tourism Governance in the Lake Toba area aims to ensure that tourism development in this area is directed, transparent, and responsible. This is important to maintain a balance between economic needs and environmental and cultural preservation. In GTG, the government has an important role as a facilitator and regulator, tasked with creating policies that support sustainability and involving various parties in the decision-making process. In addition, the government also focuses on improving environmental quality in the Lake Toba area through various environmental conservation programs, such as critical land rehabilitation, better waste management, and control of water and air pollution. These programs aim to maintain the beauty and quality of the Lake Toba ecosystem as the main attraction of tourism in this area.

Other policies involve increasing the capacity of local communities in the tourism industry. Through training and empowerment, it is hoped that communities can actively participate in managing and developing tourism potential in their areas. That way, the economic benefits generated from tourism can be more evenly felt by local communities, while maintaining the sustainability of local culture. The policies and regulations implemented must be clear, open, and accessible to all stakeholders. This includes a decision-making process that involves community participation and widely available information on development plans and their impacts. The implementation of Good Tourism Governance is expected to create better, more transparent, participatory, and sustainable governance, so that tourism development in the Lake Toba Area can provide balanced and sustainable economic, social, and environmental benefits.

Tourism policy refers to strategies, regulations, and guidelines designed by the government or related organizations to manage and develop the tourism industry. According to (Hall and Jenkins, 1995); (Thorn, 2001); (Keller, 2015) tourism policy covers various aspects, from destination planning, environmental regulation, to international tourism promotion. They emphasize that tourism policy must be comprehensive and cover all sectors related to tourism, including infrastructure, human resources, and business regulations. In addition, (Goeldner and Ritchie, 2006) stated that tourism policy must be adaptive and responsive to changes in global trends and local challenges. This includes adjustments to changes in tourist preferences, technological developments, and environmental issues. They also emphasized that tourism policy must consider sustainability aspects to maintain a balance between economic growth and environmental conservation. Then, (Phillips & Roberts, 2013); (Airey, 2015) stated that sustainable tourism policy must be based on sustainability principles that cover economic, social, and environmental aspects. This policy aims to reduce the negative impacts of tourism on the environment and local culture, while ensuring that the economic benefits of tourism can be felt by future generations.

Furthermore, (Elliott, 1997) noted that in the era of globalization, the government must also play a role in building partnerships with the private sector and international organizations to optimize tourism development. This partnership can include joint investment in tourism infrastructure, joint promotion in international markets, and cooperation in maintaining environmental sustainability so that sustainable tourism can be realized. (Bramwell, 2011); (Van Bets et al., 2017) stated that to achieve sustainable tourism, the government needs to implement strict regulations related to natural resource conservation, waste management, and protection of cultural heritage. In addition, they emphasized the importance of environmental education and awareness among tourism industry players and tourists themselves. In the context of sustainable tourism policy, (Sharpley, 2009); (Suardana, 2013) highlighted the importance of a participatory

approach in planning and managing tourist destinations. He argued that a successful tourism policy is one that involves all stakeholders, including the government, private sector, local communities, and tourists. This approach ensures that the policies adopted are in accordance with local needs and are acceptable to all parties involved.

Although tourism policies have great potential to drive economic and social development, policy implementation often faces various challenges. Hall (2008) noted that one of the main challenges in implementing tourism policies is the lack of coordination between various stakeholders. In many cases, conflicts of interest between the government, the private sector, and local communities can hinder effective policy implementation. In addition, (Saputra, 2020); (S, 2019) highlighted that corruption and poor governance can be serious obstacles to the implementation of tourism policies, especially in developing countries. Corruption can result in misuse of funds, neglect of regulations, and unfairness in the distribution of tourism benefits. Therefore, efforts to strengthen governance and transparency in the tourism industry are essential to ensure that policies can be implemented effectively.

(Akadiri et al., 2019); (Kirana & Artisa, 2020) also stated that resistance to change can be a challenge in implementing tourism policies. For example, local communities may resist new policies that they perceive as a threat to their traditional way of life. To overcome this, he suggested the importance of an inclusive and participatory approach in designing policies, where all stakeholders are involved in the decision-making process. Tourism policies should also consider local and global challenges, such as environmental issues, overtourism, and the distribution of economic benefits. With the right approach, tourism policies can be a powerful tool to drive economic development, preserve cultural heritage, and protect the environment. Case studies from various countries show that successful tourism policy implementation requires good coordination, clean governance, and active participation of local communities.

Methods

This study uses a survey method. According to (Creswell, 2014) the survey method is a research technique used to collect data from a group of respondents with the aim of obtaining information about their opinions, attitudes, perceptions, or behaviors related to a particular topic. In this survey method, several stages are carried out, namely 1) determining the population and sample, namely involving various stakeholder groups who have an interest in tourism development in Lake Toba, including local communities, tourists, tourism managers, and government officials. (Yin, 2011) The sample was determined using purposive sampling or random sampling techniques by considering inclusion criteria that are in accordance with the research objectives; 2) developing research instruments designed based on indicators related to

Good Tourism Governance (such as transparency, accountability, community participation) and sustainable tourism (such as economic, social, and environmental impacts), each question uses a Likert scale to measure respondent perceptions; 3) collecting data by distributing questionnaires to respondents, either directly through face-to-face interviews, or online. The data collected from this survey were then analyzed using the PLS-Path Modeling approach

(Liang et al., 2019); (Pratiwi et al., 2022) Partial Least Squares-Path Modeling (PLS-PM) is one of the Structural Equation Modeling (SEM) techniques based on variance. Unlike covariance-based SEM which aims to confirm established theoretical models, PLS-PM focuses more on predictive modeling and is suitable for exploratory research. PLS-PM can also handle data with small sample sizes, and does not require strict data distribution assumptions, making it very flexible and practical. The PLS-PM analysis process begins by checking the quality of the measurement model and structural model. Several stages in this analysis include:

1. Evaluation of Measurement Model

Aims to check the validity and reliability of the indicators used to measure latent variables. In PLS-PM, the validity of the indicator is evaluated by looking at the outer loading, where a high outer loading value indicates that the indicator is strongly correlated with its latent variable. In addition, composite reliability and average variance extracted (AVE) are used to check the reliability and consistency of the indicator.

2. Evaluation of Structural Model

After the measurement model is evaluated, the next stage is to test the structural model to see the relationship between latent variables. This involves analyzing path coefficients and R-squared to find out how strongly the independent latent variables affect the dependent latent variable.

3. Significance Testing

PLS-PM uses bootstrapping techniques to test the significance of the relationship between variables. Bootstrapping is done by randomly resampling to calculate statistical values such as t-statistics and p-values, which are then used to determine whether the relationship between variables is statistically significant.

Based on the results of the PLS-PM analysis, researchers can draw conclusions about the relationships between variables in the model. For example, the results of the analysis can show that transparency of tourism policies has a significant positive impact on environmental sustainability, or that community participation significantly improves social sustainability in the Lake Toba area. In addition, researchers can also identify which GTG dimensions have the greatest influence on tourism sustainability, which can be the basis for policy recommendations.

Results and Discussion

Indonesia as an archipelagic country has various tourist destinations that have great potential to be developed, including the Lake Toba area in North Sumatra and the Labuan Bajo area in East Nusa Tenggara. Both destinations are known for their extraordinary natural beauty, cultural richness, and uniqueness, making them magnets for domestic and foreign tourists. In recent years, the Indonesian government has prioritized tourism development in both areas as part of its efforts to drive economic growth through the tourism sector. However, this development must be carried out with a sustainable and inclusive approach so that the benefits can be felt evenly by all parties, and to ensure that the tourism potential can be utilized optimally without damaging the environment and local culture.

Lake Toba, as the largest volcanic lake in the world, has extraordinary natural potential to be developed into a leading tourist destination. In addition to the beauty of the lake itself, this area is also surrounded by mountains that add to its natural charm. Samosir Island, located in the middle of Lake Toba, also holds unique Batak cultural riches, such as traditional dances, traditional ceremonies, and traditional Batak houses. According to (Sibarani, 2018); (Hajar et al., 2021) this cultural potential can be the main attraction for tourists who are interested in cultural tourism. The development of tourism in the Lake Toba area is also supported by the existence of historical sites and cultural heritage such as the tombs of Batak kings, the Batak museum, and various archaeological sites that tell the long history of the Batak tribe. The combination of natural beauty and cultural richness makes Lake Toba a tourist destination that has a strong appeal. Based on the research results in the Lake Toba Tourism Area, as follows:

Table 1.
Outer Louding

	Good Tourism Tovernance	Tourism Policy	Sustainable Tourism	Potential Tourism
GTG.1	0,847			
GTG.2	0,694			
GTG.3	0,792			
GTG.4	0,772			
KP.1		0,834		
KP.2		0,764		
KP.3		0,787		
KP.4		0,764		
PB.1			0,770	
PB.2			0,728	
PB.3			0,853	
PB.4			0,822	
PB.5			0,846	
PP.1				0,914
PP.2				0,799
PP.3				0,842
PP.4				0,818
PP.5				0,737

	Good Tourism Tovernance	Tourism Policy	Sustainable Tourism	Potential Tourism
PP.6				0,836

Source: Output SmartPLS 3.3.3, Data diolah (2024).

In the SEM model based on variance or PLS-Path Modeling, this model consists of an Outer model (measurement model). The Outer Model or Outer Measurement is also called a measurement model. The outer model test aims to specify the relationship between latent variables and their indicators. In the outer model we know the Loading Factor. The factor loading value shows the correlation between the indicator and its construct. Indicators with low loading values indicate that the indicator does not work on its measurement model. The expected loading value is > 0.7. So it can be concluded that the Outer loading results above show valid and reliable so that the next test can be continued, namely Bootstrapping. These results can also provide insight that certain elements in tourism governance in the Lake Toba area, such as transparency and participation, may not have been optimally implemented or understood by stakeholders. For example, a low level of transparency in the implementation of tourism policies can make respondents feel that the policy is less informative or open, thus affecting their perceptions in providing answers to the questionnaire. In the context of policy development, these results can encourage further improvements in the implementation of Good Tourism Governance in the Lake Toba area. Suboptimal transparency and participation, as reflected in the low validity results, indicate that more systematic steps are needed to increase policy openness and the active involvement of local communities in the tourism decision-making process.

Figure 1.

Results PLS Algorithm

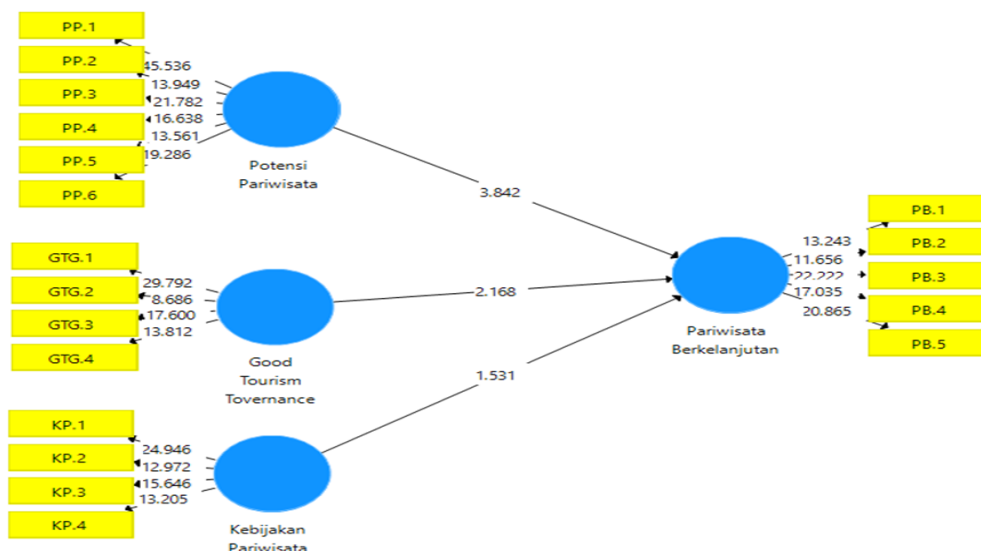


Table 2.

Construct reliability and validity

	Cronbach's Alpha	Rho_A	Composite Reliability	Average Variance Extracted (Ave)
Good Tourism Tovernance	0,781	0,787	0,859	0,606
Policy Tourism	0,796	0,799	0,867	0,621
Sustainable Tourism	0,863	0,865	0,902	0,648
Potential Tourism	0,906	0,909	0,928	0,682

Source: Output SmartPLS 3.3.3, Data diolah (2024).

Based on the data presented in table 2 above, it can be seen that the composite reliability value of all research variables is > 0.70. This shows that all research variables have met the composite reliability and have a high reliability value, because the composite reliability value is > 0.7.

Table 3.

Bootstrapping Test Direct Test Between Variables

	Original Sample (O)	Sample Mean (M)	Standard Deviation (STDEV)	T Statistics (O/STDEV)	P Values
Good Tourism Tovernance -> Sustainable Tourism	0,340	0,353	0,157	2,168	0,031
Policy Tourism -> Sustainable Tourism	0,280	0,264	0,183	1,531	0,126
Potential Tourism -> Sustainable Tourism	0,350	0,355	0,091	3,842	0,000

Sourcer: Output SmartPLS 3.3.3, Data diolah (2024).

From the results of the bootstrapping test above, hypothesis 1 (H1): Good Tourism Tovernance towards Sustainable Tourism has a p value of 0.031, meaning that the p value of 0.031 < 0.05. Then Hypothesis 2 (H2): Tourism Policy towards Sustainable Tourism has a p value of 0.126, meaning that the p value of 0.126 > 0.05, it can be said that Tourism Policy towards Sustainable Tourism has no significant effect. Furthermore, Hypothesis 3 (H): Tourism Potential towards Sustainable Tourism has a p value of 0.000, meaning that the p value of 0.000 < 0.05, it can be said that Tourism Potential towards Sustainable Tourism has a significant effect.

Based on the results of the survey, one of the main challenges in developing tourism in the Lake Toba area is infrastructure and accessibility. Although there has been an increase in recent years, access to Lake Toba is still an obstacle for many tourists, especially those from abroad. Silangit International Airport, which is the main gateway to the area, has increased its capacity, but further efforts are still needed to improve accessibility, such as improving the quality of roads, local transportation, and other supporting facilities. According to Adinugroho (2017); Ramlan., et al (2023), infrastructure development around Lake Toba must also include

improving tourism facilities such as hotels, restaurants, and tourist information centers. In addition, efforts need to be made to improve connectivity between destinations around Lake Toba, such as Samosir Island, Parapat, and Tuktuk. Good connectivity will make it easier for tourists to explore the area more thoroughly. Tourism development in the Lake Toba area is also faced with environmental and social challenges. As an area with a unique ecosystem, Lake Toba faces threats from pollution and environmental damage due to human activities. According to (Hajar, 2019) the increase in the number of tourists that is not balanced with good environmental management can cause environmental degradation, including water pollution and erosion. Social challenges also arise in the form of resistance from local communities to several tourism development projects. This is often caused by the lack of community participation in the planning and decision-making process. Local communities feel marginalized and do not get fair benefits from tourism development. Therefore, it is important to actively involve local communities in tourism development in the Lake Toba area, so that they can feel the economic and social benefits of tourism.

Tourism development in the Lake Toba area must be carried out with a sustainable approach to maintain a balance between economic growth, environmental conservation, and the welfare of local communities. One of the efforts made is to promote community-based tourism, (Thimm, 2017); (Parga Dans & Alonso González, 2018) where local communities play an active role in managing tourist destinations. In addition, the government and related parties also need to increase supervision of the environmental impacts of tourism activities, as well as strengthen regulations governing environmental protection in this area. Tourism policies in Lake Toba also emphasize the importance of empowering local communities as part of inclusive development efforts. The government has launched various programs to increase the capacity of local communities in managing tourism businesses, such as skills training, providing access to capital, and business assistance. These programs aim to ensure that local communities can actively participate in tourism development and experience economic benefits from the sector. (Abdillah et al., 2023); (Dela Santa & Tiatco, 2019) argues that local community participation is key to achieving sustainable tourism, as local communities have direct knowledge and interest in environmental and cultural sustainability. One example of a policy implemented is a community-based tourism program that invites local communities to be part of the management of tourist destinations. Through this program, local communities are involved in activities such as providing homestays, organizing cultural tours, and managing nature tourism destinations. This policy not only improves the welfare of local communities but also strengthens the identity of Batak culture as a major tourist attraction in Lake Toba.

Conclusion

Tourism Policy Based on Good Tourism Governance (GTG) in realizing sustainable tourism in the Lake Toba area, it can be concluded that the implementation of GTG principles has an important role in achieving a balance between economic growth, environmental conservation, and social welfare. However, the implementation of GTG principles in this area still faces various challenges that need to be overcome so that sustainable tourism can truly be achieved. In terms of transparency, although there have been efforts to convey information on policies and development plans, many stakeholders, especially local communities, feel that they still do not have adequate access to information. This creates a gap in communication between the government and the community, which has an impact on the lack of public trust in tourism management. In terms of accountability, there is still a perception among the community that the use of the budget and the realization of tourism projects are not always in accordance with expectations. The low transparency in budget management and the results of tourism development causes the community to doubt the effectiveness of the policies implemented. Community participation in decision-making is also considered limited. Local communities, who are the main stakeholders, have not been actively involved in the planning and implementation process of tourism policies. In fact, their involvement is very important in maintaining social, cultural, and economic sustainability in the Lake Toba area. In terms of environmental sustainability, despite efforts to preserve the ecosystem of Lake Toba, the increase in the number of tourists and the development of tourism infrastructure still have negative impacts on the environment, such as water pollution and a decline in the quality of the local ecosystem. If not addressed, these impacts could threaten the sustainability of tourism in the future. Overall, the implementation of tourism policies based on Good Tourism Governance in Lake Toba has shown a positive impact in increasing the number of tourists and strengthening the local economy. However, challenges in transparency, accountability, community participation, and environmental preservation show that there is still a lot of room for improvement so that sustainable tourism can truly be realized in this area.

Some recommendations to strengthen tourism policies based on Good Tourism Governance in the Lake Toba area are as follows: 1) Increasing policy transparency; 2) Strengthening accountability in tourism management; 3) Encouraging community participation; 4) Preserving the environment with a sustainable approach; 5) Increasing sustainable tourism education.

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