IJSSR
International Journal of Social Service and Research
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Vol. 6, No. 4, April 2026
e-ISSN: 2807-8691 | *p*-ISSN: 2807-839X

Analysis of Sustainable Ecotourism Business Development in the Perspective of Ecotourism Development Governance in Gunung Pancar Natural Tourism Park

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Keywords
Ecotourism Governance; IPA; SWOT; religious figures; Spatial Mitigation

ABSTRACT
This study aims to evaluate the governance strategy of Gunung Pancar Nature Tourism Park, Bogor, West Jawa in achieving sustainability. This research is motivated by financial losses that have occurred over the past three years and the low realization of work, which has only reached 25%, even though the management has absorbed 75% of the local community's workforce and obtained a 20-year license extension starting in 2024. The research uses a mixed-methods approach through Importance–Performance Analysis (IPA), in-depth interviews, and SWOT analysis, involving four stakeholders: managers, local communities, visitors, and related agencies. The results of the IPA show that aspects requiring primary attention include the clarity of leadership vision and mission, consistency of management actions, and consideration of impacts in decision-making. In addition, various operational aspects—such as community empowerment programs, environmental education, conservation, strengthening human resource capacity, negative impact control, and monitoring and evaluation—have not been running optimally. The results of the in-depth interviews indicate that the low realization of work is influenced by weak monitoring and evaluation, as well as management distractions due to land conflicts. The absorption of local labor is also considered less effective because the community only plays a role as a technical implementer without capacity building and has not been involved in the decision-making process. Based on the SWOT analysis, the ecotourism governance recovery strategy includes implementing a single-gate system to eliminate illegal levies and improve profitability, restructuring community involvement, and strengthening human resource capacity and education.

INTRODUCTION

Gunung Pancar Tourism Park, managed by PT Wana Wisata Indah (WWI), is one of the conservation forests in the West Java region with significant potential, located in Karang Tengah Village, Babakan Madang District, Bogor Regency, covering an area of 447.5 hectares. Supervision of the management of Gunung Pancar ecotourism, both administratively and legally, falls under the jurisdiction of the UPT BBKSDA (Natural Resources Conservation Agency) of West Java. Based on the results of an interview with the Manager of PT WWI Gunung Pancar, the permit for the re-management of Gunung Pancar ecotourism was only renewed in 2023, and a second permit was granted based on Government Regulation (PP) No. 36 of 2024 by the Ministry of Forestry for a period of 20 years. This permit designates the area as a Conservation Forest within the Utilization Block category, which includes permissions for

services, facilities, and infrastructure. This indicates that the ecotourism business does not solely focus on conservation issues but integrates conservation with profit-generating activities (Cavanagh et al., 2020; Purnomo et al., 2022; Thomsen et al., 2024). For example, the construction of infrastructure facilities is accompanied by the planting of 1,000 trees per year as a conservation requirement. However, current utilization permits do not yet reflect governance practices that lead to sustainability (Cammack, 2015; Cashore, 2017; Eisenmenger et al., 2020; Haque & Ntim, 2018). Several problems have emerged, such as a decline in visitor numbers due to the stigma of expensive TWA (Natural Tourism Park) fees and illegal levies, as well as a financial crisis marked by losses over the past three consecutive years.

In addition to external challenges, TWA Gunung Pancar has also experienced internal problems, including low realization of work programs, with implementation reaching only approximately 25% (Febriansyah & Rahmafitria, 2024; Prasada et al., 2024; Rizal, 2021; Undang et al., 2022). This condition has contributed to weak collaboration patterns in social relations, despite the management having employed approximately 75% local workers. If these conditions are not addressed promptly through a re-evaluation of leadership strategies, the sustainability of TWA Gunung Pancar will be at risk. Therefore, this study was conducted to remap gaps in attribute performance using Importance–Performance Analysis (IPA), interviews, and SWOT analysis methods to formulate a more appropriate leadership strategy that can restore positive impacts on the economy, culture, and environmental sustainability, in accordance with conservation principles and the permits granted.

The novelty of this research lies in its methodological integration of IPA, in-depth interviews, and SWOT analysis across four stakeholder groups (managers, community, visitors, and government) within a single ecotourism governance study. Unlike previous studies that applied these methods separately, this research employs them sequentially (quantitative → qualitative) to explain why performance gaps exist, rather than merely identifying what the gaps are. Additionally, this study introduces the concept of spatial mitigation through community leader–mediated communication as a governance innovation for resolving land conflicts in ecotourism areas. The identification of religious figures as effective policy intermediaries represents a novel finding specific to the socio-cultural context of Gunung Pancar (Fryer, 2015; Hidayat & Wahyono, 2025; Putra, 2025; Yogar, 2025).

The purpose of this research is to remap gaps in attribute performance using IPA, interviews, and SWOT analysis methods to formulate a more appropriate leadership and governance strategy that can positively impact economic, cultural, and environmental sustainability in alignment with conservation principles and granted permits. The contribution of this research is the development of an integrated governance evaluation framework applicable to other ecotourism destinations facing similar challenges (Cabral & Dhar, 2020; Castillo-Salazar et al., 2025; Faurie, 2020; Kenawy, 2015; Salman et al., 2024). The objectives are: (1) to identify governance attributes requiring priority improvement based on stakeholder perceptions; (2) to analyze the root causes of low work realization and financial losses; and (3) to formulate a recovery strategy based on SWOT analysis. The expected benefits include providing actionable recommendations for managers, informing government policy on ecotourism governance, and offering a replicable methodology for sustainability assessment in conservation areas.

METHODS

This study employed an explanatory sequential design, a mixed-method approach that combined quantitative and qualitative research. Data collection was conducted in two phases, beginning with quantitative data obtained through questionnaires, which were analyzed using appropriate statistical techniques. The results were then explored more deeply in the second phase using qualitative methods, specifically SWOT analysis and interviews (Creswell & Poth, 2018). Interviews served as a key source of empirical data to strengthen findings and provide deeper insights into the research context.

The quantitative approach in this study utilized Importance–Performance Analysis (IPA), a method used to compare the level of importance and the level of performance of specific attributes in organizational management (Ormanović et al., 2017). This approach enabled the mapping of ecotourism management attributes into IPA quadrants to identify priorities for improvement, aspects that should be maintained, and those considered lower priority.

RESULTS AND DISCUSSION

Quantitative Outcome Analysis (IPA)

Respondent Overview

Table 1. Participation Groups

Participant Groups	Quantity (n)	Percentage
Managers	5	11%
Society	15	32%
Pengunjung	23	49%
Government	4	9%
n total	47	100%

This research involved a total of 47 respondents consisting of four stakeholder groups, namely managers, the surrounding community, visitors, and the government or related agencies. Most of the respondents came from a group of 23 visitors (49%), followed by the surrounding community as many as 15 people (32%). The management group consists of 5 people (11%), while the government or related agencies are the group with the least number of respondents, namely 4 people (9%).

Table 1 presents the demographic characteristics for each group of participants. Based on gender, respondents are generally dominated by women in almost all groups. In the management group there are 1 female and 4 male, while in the surrounding community there are 11 females and 4 male. The majority of the group of visitors were women, namely 20 people compared to men; 3 people. In the government group or related agency, there are 3 women and 1 man.

In terms of age, the average age of respondents varied between groups. The surrounding community group has the highest average age of 51.7 years, while the average age of managers is 38.6 years. Visitors have an average age of 46.5 years, while government groups or related agencies have an average age of 43. The youngest age range recorded was 24 years old (community and visitors), while the oldest age reached 64 years in the surrounding community group.

Table 2. Participant Demographics

Gender	Managers	Society	Pengunjung	Government
Male	4	4	3	1
Women	1	11	20	3
Quantity	5	15	23	4
Age	Managers	Society	Pengunjung	Government
Average	38,6	51,7	46,5	43
Min	33	24	24	41
Max	44	64	58	46
Education	Managers	Society	Pengunjung	Government
Less than high school	1	10		
SMA	1	5		
Diploma				
Bachelor	3		16	2
Postgraduate			7	2
Quantity	5	15	23	4
Length of Stay (community)	Quantity	%		
< 1 year	1	7%		
1 – 5 years	2	13%		
6 – 10 years				
> 10 years	12	80%		
Quantity	15	100%		
How many times have you visited? (Visitor)	Frequency	%		
First time	17	74%		
2–3 times	6	26%		
> 3 times				
Quantity	23	100%		

Based on education level, the majority of respondents in almost all groups have a bachelor's education background. In the management group there are 3 bachelor's graduates, 16 visitors to visitors, and 2 people in the government or related agencies. In addition, there were also respondents with postgraduate education, namely 7 people in visitors, and 2 people in government groups. In the management group and the community, there were still respondents with an education level below a bachelor's degree, namely 1 person with less than high school education and 1 high school graduate. The community is 10 people less than high school and 5 people are high school.

Additional characteristics are collected specifically in a particular group. In the surrounding community, the majority of respondents have lived in the area around ecotourism for less than one year, which is as many as 1 person (7%). A total of 2 people (13%) had lived for 1–5 years, and 12 people (80%) had lived for more than 10 years.

Meanwhile, in the visitor group, most of the respondents were first-time visitors to the ecotourism location, namely 17 people (74%). The rest, as many as 6 people (26%), had visited two to three times, and there were no respondents who had visited more than three times.

Results Importance–Performance Analysis (IPA)
Ecotourism Management Science

The perception of the management group shows the variation in priorities between the attributes of ecotourism management. A number of attributes were identified in the main priority quadrant (concentrate here), which is an aspect that is considered important but has not been optimally implemented. In this group, attributes included in this category include clarity of leadership vision (A1), long-term sustainability orientation (A2), participatory and community empowerment programs (F1), and environmental education programs (F2). This position shows the awareness of managers that these aspects are crucial for the sustainability of ecotourism, but still need to strengthen implementation.

Diagram 1. Managing IPA Quadrant

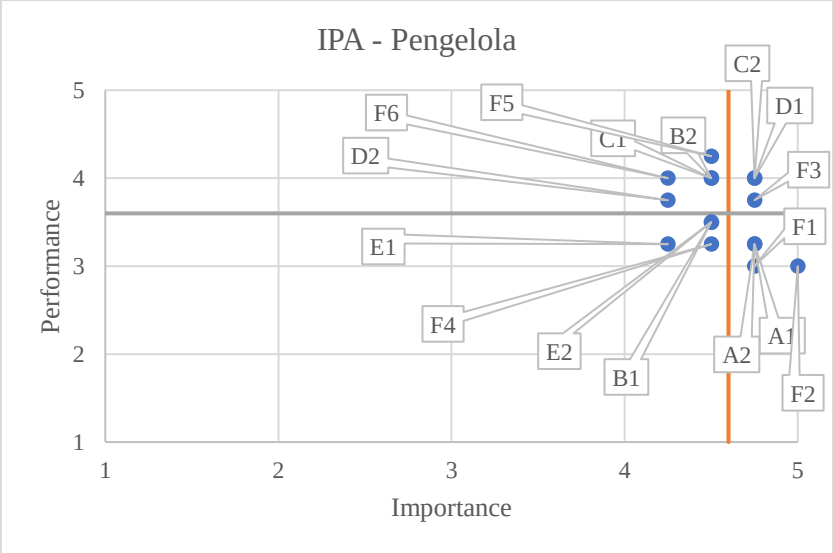


Table 3. Summary of Managing IPA

Code	Attribution	IPA Quadrant
A1	Clarity of Leadership Vision	Concentrate Here
A2	Long-Term Sustainability Orientation	Concentrate Here
B1	Consistency of Action with Vision	Low Priority
B2	Leadership Values and Ethics	Possible Overkill
C1	Clarity of Organizational Goals	Possible Overkill
C2	Impact Considerations in Decision Making	Keep Up the Good Work
D1	Environmental Sustainability	Keep Up the Good Work
D2	Sustainable Social and Economic Benefits	Possible Overkill
E1	Clarity of Management Policy	Low Priority
E2	Responsible Governance	Low Priority
F1	Participatory and community empowerment programs	Concentrate Here
F2	Environmental education and awareness raising programs	Concentrate Here
F3	Environmental and biodiversity conservation programs	Keep Up the Good Work
F4	Capacity building and HR management program	Low Priority
F5	Environmental negative impact control program	Possible Overkill
F6	6.6 Continuous monitoring and evaluation of the program	Possible Overkill

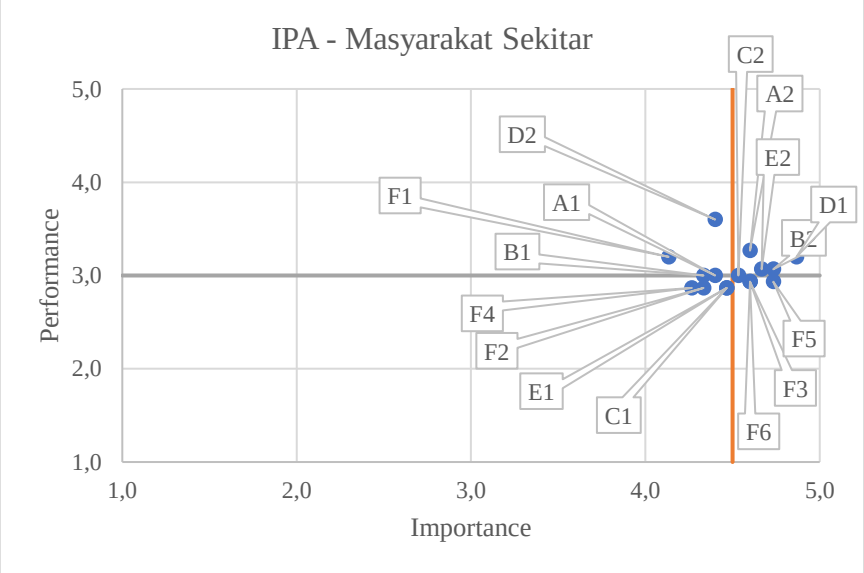
Several other attributes are in the keep up the good work quadrant, which reflects that they are considered important and have been doing well. This includes the management of conservation programs (F3), impact considerations in decision-making (C2), and environmental sustainability (D1).

Meanwhile, a number of attributes are placed in the low priority quadrant. Attributes in this category are considered not too urgent and their performance is not a major concern. Examples are consistency between vision and practice (B1), clarity of management policies (E1), and responsible governance (E2).

The attributes that fall into the category of possible overkill show that the implementation is good, but the level of importance is considered relatively lower. In the manager's perception, this condition is seen in leadership values and ethics (B2), clarity of organizational goals (C1), and sustainable social and economic benefits (D2).

Surrounding Community Science

Diagram 2. Surrounding Community Science Quadrant



Based on the results of the Importance–Performance Analysis (IPA) mapping, the perception of the surrounding community on ecotourism management shows that most of the attributes are in the keep up the good work quadrant. Attributes included in this category include long-term sustainability orientation (A2), leadership values and ethics (B2), impact considerations in decision-making (C2), environmental sustainability (D1), and responsible governance (E2). This position shows that these aspects are considered important by the community and at the same time have been perceived to be going well.

Some other attributes are in the possible overkill quadrant, which is when performance is considered relatively high but the level of importance is not as high as other attributes. Attributes included in this category are clarity of leadership vision (A1), consistency of actions with vision (B1), sustainable social and economic benefits (D2), and participatory and community empowerment programs (F1).

Meanwhile, attributes placed in the low priority quadrant include clarity of organizational objectives (C1), clarity of management policies (E1), education and

environmental awareness building programs (F2), and capacity building and human resource management programs (F4). These attributes were considered not to be the main concern for the surrounding community at the time the research was conducted.

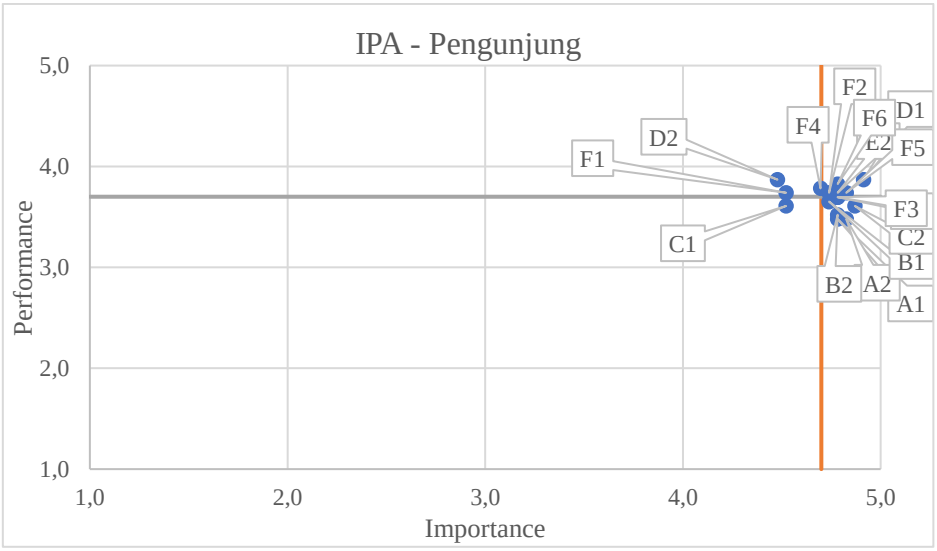
The attributes included in the main priority quadrant (concentrate here) are the environmental conservation and biodiversity program (F3), the negative environmental impact control program (F5), and the monitoring and evaluation of the program on an ongoing basis (F6). These findings show that the public views these aspects as important but their implementation still does not meet expectations.

Table 4. Summary of Surrounding Community Science

Code	Attribution	IPA Quadrant
A1	Clarity of Leadership Vision	Possible Overkill
A2	Long-Term Sustainability Orientation	Keep Up the Good Work
B1	Consistency of Action with Vision	Possible Overkill
B2	Leadership Values and Ethics	Keep Up the Good Work
C1	Clarity of Organizational Goals	Low Priority
C2	Impact Considerations in Decision Making	Keep Up the Good Work
D1	Environmental Sustainability	Keep Up the Good Work
D2	Sustainable Social and Economic Benefits	Possible Overkill
E1	Clarity of Management Policy	Low Priority
E2	Responsible Governance	Keep Up the Good Work
F1	Participatory and community empowerment programs	Possible Overkill
F2	Environmental education and awareness raising programs	Low Priority
F3	Environmental and biodiversity conservation programs	Concentrate Here
F4	Capacity building and HR management program	Low Priority
F5	Environmental negative impact control program	Concentrate Here
F6	Continuous monitoring and evaluation of the program	Concentrate Here

Visitor Science

Diagram 3. Visitor Science Quadrant



The results of the Importance–Performance Analysis (IPA) mapping in the visitor group showed that a number of attributes were considered as important aspects but their implementation was not optimal. Attributes included in the main priority quadrant (concentrate here) include clarity of leadership vision (A1), long-term sustainability orientation (A2), consistency of actions with vision (B1), leadership values and ethics (B2), and impact considerations in decision-making (C2). This position indicates that visitors are paying great attention to these aspects and still see room for improvement.

Most of the other attributes are in the keep up the good work quadrant. These include environmental sustainability (D1), clarity of management policies (E1), responsible governance (E2), environmental education and awareness building programs (F2), environmental conservation and biodiversity programs (F3), capacity building and human resource management programs (F4), negative environmental impact control programs (F5), and continuous monitoring and evaluation of programs (F6). These attributes are considered important and have shown adequate performance according to the perception of visitors.

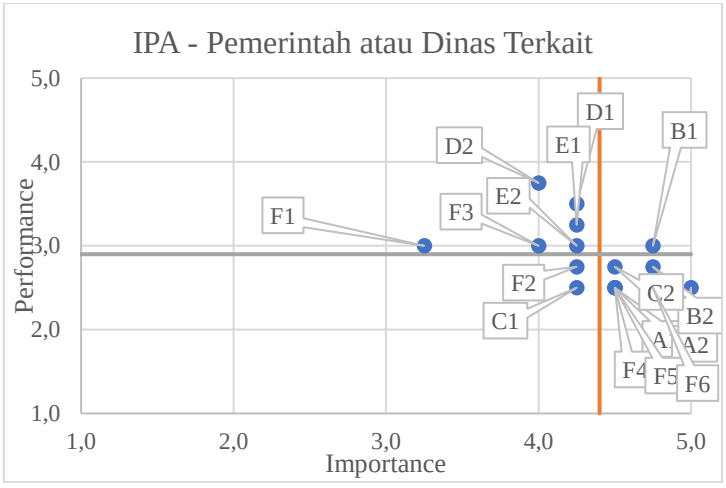
Meanwhile, sustainable social and economic benefits (D2) and participatory and community empowerment programs (F1) are in the possible overkill quadrant, which means that their implementation is seen as good even though the level of importance is relatively not as high as other attributes. The clarity of organizational objectives (C1) is included in the low priority category and is not the main concern for visitors in evaluating ecotourism management.

Table 5. Summary of Visitor Sciences

Code	Attribution	IPA Quadrant
A1	Clarity of Leadership Vision	Concentrate Here
A2	Long-Term Sustainability Orientation	Concentrate Here
B1	Consistency of Action with Vision	Concentrate Here
B2	Leadership Values and Ethics	Concentrate Here
C1	Clarity of Organizational Goals	Low Priority
C2	Impact Considerations in Decision Making	Concentrate Here
D1	Environmental Sustainability	Keep Up the Good Work
D2	Sustainable Social and Economic Benefits	Possible Overkill
E1	Clarity of Management Policy	Keep Up the Good Work
E2	Responsible Governance	Keep Up the Good Work
F1	Participatory and community empowerment programs	Possible Overkill
F2	Environmental education and awareness raising programs	Keep Up the Good Work
F3	Environmental and biodiversity conservation programs	Keep Up the Good Work
F4	Capacity building and HR management program	Keep Up the Good Work
F5	Environmental negative impact control program	Keep Up the Good Work
F6	Continuous monitoring and evaluation of the program	Keep Up the Good Work

Government Science/Related Agencies

Diagram 4. Government Science Quadrant/Related Agencies



Based on the results of the Importance–Performance Analysis (IPA) mapping, the government or related agencies assess several attributes as important aspects but have not shown optimal performance. Attributes included in the main priority quadrant (concentrate here) include clarity of leadership vision (A1), long-term sustainability orientation (A2), leadership values and ethics (B2), impact considerations in decision-making (C2), capacity building and human resource management programs (F4), negative environmental impact control programs (F5), and sustainable program monitoring and evaluation (F6). This shows that the government pays great attention to aspects of strategic planning, accountability, and sustainability of management.

The attributes that are in the keep up the good work quadrant are relatively more limited, namely the consistency of actions with the vision (B1), which is considered important and has gone well.

Most of the other attributes are placed in the possible overkill quadrant, which indicates that the execution is considered high despite the relatively low level of importance. These attributes include environmental sustainability (D1), sustainable social and economic benefits (D2), clarity of management policies (E1), responsible governance (E2), participatory and community empowerment programs (F1), and environmental conservation and biodiversity programs (F3).

Meanwhile, the clarity of organizational goals (C1) and education programs and environmental awareness raising (F2) are included in the low priority category and are not seen as the main focus in the government's evaluation of ecotourism management.

Table 6. SWOT Analysis

Internal / External	Strength	Weakness
Opportunity	1. Utilizing the achievements of environmental sustainability (D1) and conservation practices (F3) as the main material for strengthening the environmental education program	1. Integrating the environmental education program (F2) as a medium for socializing leadership vision (A1) and long-term sustainability

External / Internal	Strength	Weakness
	(F2), as well as integrating natural tourism trends such as trekking and hiking as experience-based educational media. 2. Using the practice of impact consideration (C2) as well as CSR support and community empowerment to clarify the organization's objectives (C1) so that the direction of service tourism development remains aligned with the principles of sustainable ecotourism 3. Strengthen the implementation of formal policies (E1) by linking them to good practices that are already running, so that policies are not only administrative documents but operational guidelines.	orientation (A2) so that it is better understood across stakeholders. 2. Using the momentum of the development of tourism facilities and trends to simultaneously strengthen the monitoring and evaluation system (F6) and impact control (F5) from the planning stage. 3. Revitalize formal policies (E1) to function as a reference in the monitoring and evaluation system (F6) and negative impact control (F5).
Threat	1. Making achievements in the aspects of environmental sustainability (D1) and conservation (F3) as concrete evidence to strengthen the legitimacy of consistency between vision and action (B1). 2. Utilize good impact consideration practices (C2) as evidence to demonstrate that decisions taken remain within the framework of values and leadership ethics (B2). 3. Document existing good practices as part of the monitoring and evaluation system (F6) to respond to transparency demands from the community and the government.	1. Sharpening and aligning the vision and direction of sustainability (A1 & A2) through coordination with the government and the community to prevent conflicts of legitimacy. 2. Building a more genuine and transparent monitoring and evaluation system (F6) to bridge differences in assessment between stakeholders 3. Prioritize strengthening human resource capacity (F4) so that the implementation of programs, especially negative impact control (F5), can meet the expectations of regulators and the public. 4. Encourage more active government involvement in resolving legal conflicts to reduce investment uncertainty and risk of declining business performance.

The results of the Importance–Performance Analysis (IPA) mapped through the SWOT framework show that the governance of Mount Pancar Ecotourism is in a dynamic and complex situation. Various programs have been running and some of the management foundations are recognized as quite strong. However, when the assessment is compared across stakeholders, it can be seen that priorities and standards of success have not been fully understood in a uniform manner.

This difference in views across *stakeholders* shows that only a few attributes are considered consistent by all parties. Most of them show variations in assessments, even in some aspects there are sharp differences between internal actors/managers, the community, visitors,

and the government. This situation indicates that each group uses a different evaluation framework or standards in interpreting the quality of governance. Qualitative findings help explain why these conditions occur.

From the manager's perspective, the direction of ecotourism development is indeed laid primarily on the permit mandate as a block of utilization. The main focus is the provision of tourism services and the construction of infrastructure facilities to improve visitor services, while still fulfilling conservation obligations such as the annual planting of 1000 trees per year and the implementation of programs that have been listed in the Five-Year Work Plan and Annual Work Plan which are under the evaluation of the West Java BBKSD UPT. In other words, it can be said that for management, the existence of plan documents, administrative compliance, and investment in physical facilities are examples of several indicators that the system has been running properly. This mindset can make managers feel that a number of aspects such as monitoring, impact control, or governance are adequate because the formal procedures are available and the activities are indeed carried out. This condition is also in line with the quantitative data of science obtained, namely in these aspects the management considers its performance to be good or not an important priority.

On the other hand, for other stageholders/external, the measure of success does not always lie in the existence of a plan or effort, but in the perceived results. People tend to judge from the direct impact on the environment and their daily lives. The government can see from long-term readiness and accountability that can be accounted for. However, visitors will evaluate based on the first-hand experience felt during the tour. This difference in perspective is what ultimately gives rise to the existing gap.

Regarding community participation and empowerment (F1), IPA shows that this aspect is even considered by some parties to have received relatively large attention. The results of the interviews reinforce this picture. The manager stated that it has provided business space, opened job opportunities for the community up to around 75%, provided opportunities to become freelance guides, and provided social assistance such as free medical treatment and support for religious activities. However, at the same time there is an affirmation that "the decision to develop facilities, infrastructure and management of the area is purely direct by the management without the participation of other stakeholders in accordance with the RKL and RPT that have been approved by UPT officials." Thus, participation appears to be strong in the realm of economic benefits and the implementation of activities, but not yet at the level of strategic decision-making. This condition may explain why other attributes related to accountability still have demands for improvement.

On the more positive side, there are several attributes that are relatively consistently considered good, such as environmental sustainability (D1) and several conservation programs (F3), especially by managers and visitors. The interviews show that there are conservation obligations attached to the management permit, for example the target of planting 1000 trees per year as well as coaching and mentoring tour guides through associations. This shows that conservation practices are indeed present and visible, so it is natural for some stakeholders to view them as the strength of the system.

In general, the combination of quantitative and qualitative findings illustrates that ecotourism governance already has a variety of formal programs and structures. However, not all of these mechanisms translate into the same understanding and experience for each

stageholder. When managers assess an aspect based on the existence of plans and procedures, some other stakeholders judge by the visibility of the results or the space for their involvement in the process. This difference in footing points then appears as a variation in the quadrant position in IPA. The next challenge for Taman Gunung Pancar ecotourism is to ensure that the foundation of governance produces the same perception of success in the eyes of all stakeholders, continue the plan to utilize permits in the future, namely by realizing facilities and infrastructure in accordance with permit documents, empowering communities with new joint commitments that have been agreed and resolving land conflicts and certainty from the Government.

CONCLUSION

This study found a significant gap between stakeholder expectations and management performance in the governance of Gunung Pancar Natural Tourism Park, where all 16 ecotourism attributes were considered highly important, yet only 25% of work programs were realized. The gap was driven by weak monitoring and evaluation systems, management distraction due to land conflicts, and limited community involvement in strategic decision-making despite high local labor participation. The findings also highlighted context-specific governance innovations, including the role of religious leaders as effective intermediaries and the use of facility development as spatial mitigation to secure licensing boundaries. To address these issues, the study proposed a recovery strategy involving the implementation of a single-gate system, restructuring community engagement, strengthening human resource capacity, formalizing religious leader mediation, and accelerating infrastructure development. Future research should examine the long-term effectiveness of these strategies, particularly their impact on financial performance and visitor perceptions, test their applicability across different ecotourism contexts, and further investigate the relationships between governance quality, conflict resolution, and sustainability outcomes.

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