

Strengthening Sustainable Tourism Destination Governance through Destination Management: Evidence from West Kalimantan, Indonesia

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ABSTRACT

The “*Rimba dan Budaya*” destination in West Kalimantan possesses considerable natural and cultural tourism potential, yet its contribution to regional economic development remains limited, as reflected by low international tourist arrivals and the tourism sector’s 2.09% share of the provincial Gross Regional Domestic Product (GRDP). This study examines the implementation of destination management, identifies its key determinants, and proposes strategic recommendations to strengthen destination governance. An exploratory qualitative case study was employed using observations, document analysis, semi-structured interviews with six key informants, and a SWOT questionnaire involving 40 stakeholders from government, community, and private sectors. The findings reveal challenges in market-oriented planning, institutional coordination, human resource capacity, and destination branding. Five key determinants were identified, with stakeholder commitment, particularly from local communities, emerging as the most influential. SWOT analysis places West Kalimantan in the Strength–Opportunity (SO) quadrant, indicating a growth-oriented strategy. This study contributes a public administration-based destination management model integrating institutional capacity, stakeholder commitment, and collaborative governance to support sustainable tourism development.

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1. Introduction

Several studies highlight tourism as a key driver of economic growth, inequality reduction, and local welfare improvement (Alcalá-Ordóñez et al., 2023; Santa & Soria, 2020). In developing countries, tourism contributes to job creation, income generation, and macroeconomic indicators such as GDP, FDI, and poverty alleviation (Jeyacheya & Hampton, 2020; Khan et al., 2020). This underscores the critical role of government in optimizing tourism through coordinated public policy.

From a governance perspective, effective tourism development requires strong coordination between central and local governments (Liu et al., 2020). In Indonesia, decentralization strengthens local government roles in fostering multi-stakeholder collaboration for sustainable tourism (Sentanu & Mahadiansar, 2020). In West Kalimantan, this approach is implemented through the “*Rimba dan Budaya*” city branding, introduced in 2020, emphasizing natural and cultural assets as competitive advantages.

However, its economic impact remains limited. The accommodation and food service sector contributes only 2.09% to regional GDP, far below agriculture and manufacturing sectors. This indicates that tourism has not yet become a significant economic driver, despite high poverty levels in the province (6.71%).

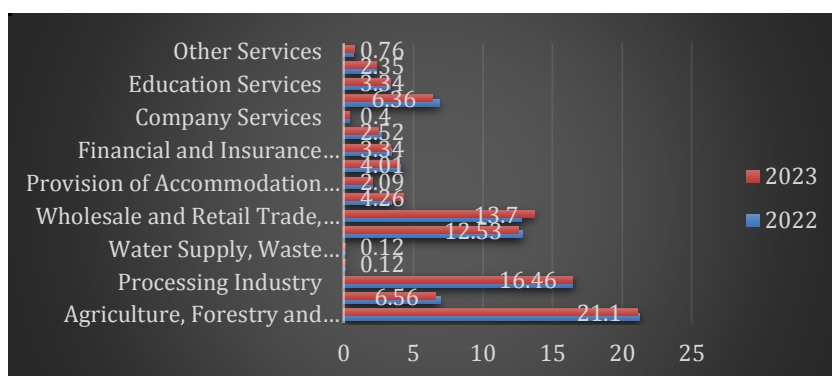


Figure 1. The Structure of West Kalimantan's GRDP by Business Sector (Percent) 2022-2023

Source: Central Statistics Agency (BPS) of Indonesia (2023)

The minimal number of quality tourist visits abroad demonstrates the low level of tourism's contribution to the regional economy.

Table 1. The Number of Foreign Tourist Visits to West Kalimantan

Year	Number of Visitors
2017	58.987
2018	70.578
2019	77.921
2020	18.639
2021	73
2022	27.128
2023	63.782

Source: Central Statistics Agency of West Kalimantan (2024)

These findings reveal a paradox: abundant natural and cultural resources have not been effectively integrated into a cohesive destination system. Tourism should not be understood merely as a geographic entity, but as a “composite product” integrating services, infrastructure, and resources (Manente & Minghetti, 2006). This calls for a shift from a state-centric approach to multi-actor governance models (Bichler & Lösch, 2019; Gispert & Clavé, 2023).

In this governance framework, government is required to perform not only regulatory functions but also managerial roles—planning, organizing, actuating, and controlling (Terry, 2012). The main challenge lies in implementation, where strategic plans often fail to translate into effective action (Kast & Rosenzweig, 2007).

This study contributes theoretically by expanding the concept of “resources” in strategic implementation. Beyond human and financial capital, this research includes tourism attractions and infrastructure as core competitive resources (Manrai & Friedeborn, 2020; Górska-Warsewicz, 2020), alongside pentahelix collaboration as a governance mechanism.

Methodologically, the study develops an eclectic SWOT framework by integrating destination components (Gerami & Hosseini, 2021) with a multi-level SWOT model (Collins-Kreiner & Wall, 2007). This enables analysis across basic, regional-global, and

multidimensional levels, covering social, economic, political, environmental, and psychological dimensions.

Overall, the framework provides a structured mapping of strengths (attractions and stakeholder performance), weaknesses (institutional limitations), opportunities (global tourism trends and policy shifts), and threats (competition and structural barriers). This study therefore not only identifies implementation gaps in the "*Rimba dan Budaya*" branding but also offers strategic recommendations for improving tourism governance and international competitiveness in West Kalimantan.

2. Method

This research is based on a significant case study, where the researcher places the implementation of destination management in West Kalimantan as the main case. This research is exploratory and intended to conduct an in-depth analysis of destination management organized by the West Kalimantan Government entitled "*Rimba dan Budaya*" branding. The focus of the research flow concerns three aspects, namely a description of the stages of destination management, implementation determination factors, and SWOT analysis as a recommendation for improving destination implementation. This cross-sectional research lasted three months, from June to August 2024. The primary resources of this research came from in-depth interviews with six people representing each party (government, local community, and private sector) involved in the management of the "*Rimba dan Budaya*" destination. The key informants for this research are the Regional Government, in this case, represented by the Head of the Youth, Sports, and Tourism Office of West Kalimantan Province and the Head of the Destination Development and Tourism Industry Division. These two informants were chosen because they both deeply understand the tourism management and development program in West Kalimantan Province.

Meanwhile, the other primary informants, who were crucial in shaping the research, comprised two communities around the destination area, one tour travel business actor, and one lodging manager. Several of these informants were directly or indirectly

involved in the tourism development program in West Kalimantan province. In addition to interviews, the researcher also utilized other data sources, namely direct observation and documentation, especially official documents from the government.

This study also utilized a questionnaire to obtain material for consideration of SWOT analysis material. The researcher distributed questionnaires to the "*Rimba dan Budaya*" destination stakeholders in West Kalimantan. The total number of respondents from the three stakeholder elements was 40 (15 government parties, 15 community parties, and 10 private parties).

The research data analysis includes Data Condensation, Data Presentation, and Conclusion Drawing (Conclusion/Verification) (Miles, Huberman, & Saldana, 2014). This comprehensive approach ensures that the findings are robust and reliable. The researcher also utilized triangulation of sources and techniques to ensure the validity of the data.

3. Results And Discussion

3.1. Destination Management

The planning of the "*Rimba dan Budaya*" destination in West Kalimantan is closely linked to Indonesia's decentralization framework and national tourism policies. The development of regional tourism is mandated through Law No. 10/2009 on Tourism and further operationalized by Ministerial Regulation No. 10/2016. In response, West Kalimantan formulated its Regional Tourism Development Master Plan (RIPARDA) in 2018, followed by Governor Regulation No. 36/2020 and the more specific "*Rimba dan Budaya*" framework under Governor Regulation No. 136/2020.

At the operational level, destination management is embedded in the 2018–2023 Strategic Plan of the Youth, Sports, and Tourism Office. Of 11 priority programs, six directly support destination development, including tourism marketing, destination attractiveness, community empowerment, and creative economy development. The planning framework is primarily based on Community-Based Tourism (CBT) and city branding, emphasizing sustainability, local empowerment, and cultural-nature integration.

Despite clear policy direction, several structural constraints remain. First, the absence of detailed technical guidelines for RIPARDA implementation limits operational clarity, including SOPs and risk management frameworks. Second, tourism data quality remains weak, as planning heavily depends on BPS data without stronger local analytical systems. Third, community participation in planning processes is still limited, with stakeholder engagement dominated by government and private actors.

The organizing stage involves structuring activities, assigning roles, and coordinating responsibilities across stakeholders. West Kalimantan has identified tourism destinations across 14 districts/cities and developed annual events to strengthen destination attractiveness.

Table 2. List of Annual Events in West Kalimantan

No	Events	Time	Location
1	West Kalimantan Provincial Government Anniversary	January	Pontianak
2	Chinese New Year Celebration and Melawi Capgomeh Festival	February	Melawi
3	Chinese New Year Celebration and Singkawang Capgomeh Festival	February	Singkawang
4	West Kalimantan Food Festival	February	Pontianak
5	<i>Langkau Etnika</i>	February	Kubu raya
6	Wonderful Mempawah Festival	February	Mempawah
7	Climbing the Kuburaya hut	April	kuburaya
8	Climbing the <i>Landak Dango</i>	April	Landak
9	<i>Berape sawah</i>	May	Ketapang
10	<i>Gawai Dayak</i> Week	May	Pontianak
11	<i>Nyobeng</i> of Dayak Bidayu	June	Bengkayang
12	<i>Gawiasowa</i>	June	Bengkayang
13	Lake Sentarum Festival	July	Kapuas Hulu
14	<i>Bidar</i> Race	July	Sambas
15	<i>Nosu Minu Podi</i>	July	Sanggau
16	<i>Gawai Dayak</i>	July	Sintang
17	Earth Alms	July	Mempawah
18	KTF (Kelam Tourism Festival)	July	Sintang
19	<i>Grebek Suro</i>	August	Melawi

20	<i>Gawai Serumpun Tampun Juah</i>	August	Sanggau
21	<i>Tiong Kandang Circle Cultural Festival</i>	August	Sanggau
22	<i>Paraje Paraja Negeri</i>	August	Sanggau
23	Culmination Festival	September	Pontianak
24	<i>Telok Bediri</i> (part of Equinox Festival)	September	Kubu Raya
25	<i>Robo'-Robo'</i>	September	Mempawah
26	Cultural Performances	November	Kubu Raya
27	<i>Gawai Dayak</i>	November	Melawi
28	<i>Nungas Taon/Ngamping</i>	November	Sambas

Source: Department of Youth, Sports and Tourism of West Kalimantan Province 2024

In carrying out a series of activities and a variety of particularly complex destinations, tasks and authorities need to be delegated among the various elements involved, both from the government, the private sector, and the wider West Kalimantan community. The following is a description of the division of authority and roles among stakeholders of the "*Rimba dan Budaya*" tourist destination.

Tabel 3.Peran dan Wewenang Stakeholder

<i>Stakeholders</i>	<i>Role and Authority</i>	<i>Descriptions</i>
Government	Planning and Regulation	Creating the regulatory basis for tourism development and conducting strategic and technical planning related to destination activities.
	Infrastructure Development	Provision of facilities that support destination activities (roads, transportation, etc.)
	Marketing and Promotion	Communicating destinations nationally and internationally
Private Sectors	Capital Investment	Investing funds for developing and managing tourist attractions, such as hotels, restaurants,

		tourist attractions, and transportation.
	Marketing and Promotion	Participating in promoting destinations independently or in collaboration with the government
Local Community	Destination Management	Maintaining cleanliness, providing services to tourists, and preserving the environment
	Product Development and Tourism Experience	Local cuisine, handicrafts, and cultural festivals.

However, coordination challenges remain. Stakeholders often operate in parallel rather than in an integrated system, weakening destination coherence and branding effectiveness.

Implementation is further constrained by bureaucratic rigidity in human resource management. Staffing decisions must pass through regional administrative bodies, limiting flexibility and sometimes resulting in mismatches between job requirements and personnel placement. In addition, the absence of clear competency standards—particularly tourism-specific expertise—limits institutional capacity.

Monitoring and evaluation (Monev) are conducted annually, with some units performing quarterly reviews. Performance is primarily measured through tourist arrival statistics, although this indicator does not fully capture destination quality. While there is an aspiration to strengthen institutional independence in tourism promotion, budget limitations remain a key constraint.

Overall, evaluation findings are used as feedback for policy refinement, yet structural, institutional, and financial constraints continue to hinder the full realization of an integrated “*Rimba dan Budaya*” destination system.

3.2. Determinant Factors

The implementation of destination management in West Kalimantan is shaped by five key determinants.

The first factor is tourism resources. West Kalimantan possesses strong natural and cultural assets, including diverse landscapes and cultural performances, which are encapsulated in the “*Rimba dan Budaya*” branding. These resources form the foundational capital of destination development and play a central role in shaping tourism attractiveness.

The second factor is infrastructure. Significant disparities exist between urban and rural areas, limiting accessibility and destination connectivity. Remote sites such as Temajuk Beach (Sambas, bordering Malaysia) face poor accessibility despite high tourism potential. Similar constraints are observed in Tengkujung Beach (Kubu Raya), waterfall sites in Sanggau, and Lake Sentarum (Kapuas Hulu). Inadequate transport access, lighting, and basic facilities remain major barriers, largely due to cost limitations.

The third factor is human resources. Destination management actors, particularly within government institutions, still lack adequate tourism-related competencies. Limited technological literacy, including basic digital and data processing skills, further constrains effective implementation.

The fourth factor is promotion and marketing. The government has implemented various promotional channels, including collaboration with Angkasa Pura and the use of videotron media. However, international-level promotion remains limited and still depends on central government support, indicating weak global marketing capacity.

The fifth and most critical factor is stakeholder commitment, especially from local communities. Community participation is strongly influenced by perceived economic benefits. When tangible benefits are unclear, engagement tends to be weak. The discontinuation of the Lake Sentarum Festival illustrates how low community enthusiasm can undermine destination initiatives, highlighting that sustained commitment is essential for successful implementation.

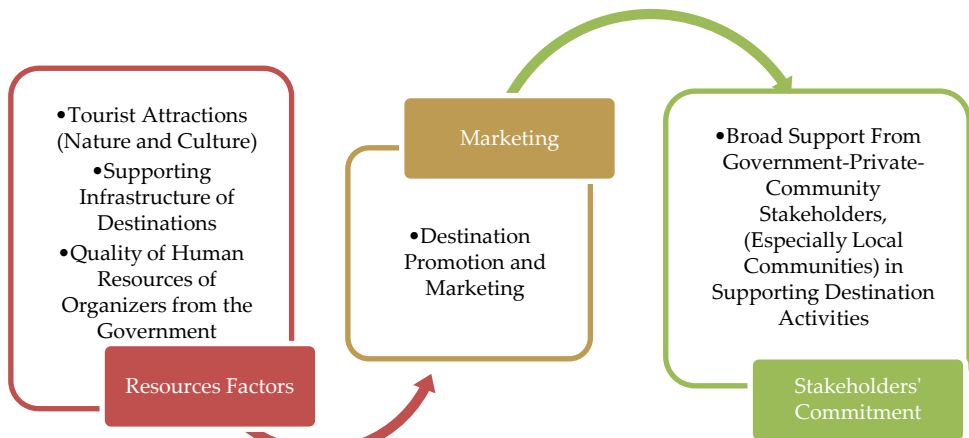


Figure 1. Determining Factors for the Implementation of 'Rimba dan Budaya' Destination Management

3.3. Destination Management Strategies

The study constructs internal (IFAS) and external (EFAS) factors to map strengths, weaknesses, opportunities, and threats in implementing destination management in West Kalimantan. The framework is adapted from Gerami & Hosseini's destination components and Collins-Kreiner & Wall's multi-level environmental analysis (international, national, and local). The results are presented below:

Tabel 4. Matrik Penghitungan IFAS

NO	Descriptions	Weight	Rating	Score	Comments
Strength (S) (X1)					
The Planning Stages Based on Sustainable Tourism					
1	West Kalimantan has natural tourist attractions (panoramic, forest, marine)	0.05	3.5	0.18	The main strength of West
2	West Kalimantan has cultural or religious activities (festivals, market weeks)	0.06	3.6	0.22	Kalimantan destination management
3	West Kalimantan has historical and cultural heritage attractions (such as ancient houses)	0.05	3.4	0.17	is its strategic position on the border (Indonesia-
4	Friendly and friendly local	0.05	3.5	0.18	Malaysia) and

NO	Descriptions	Weight	Rating	Score	Comments
	community behavior				its ownership
5	Local culinary diversity	0.06	3.7	0.22	of various
6	The existence of tourism support facilities and services (hotels, homestays, tourist accommodations, and food and beverage services such as restaurants and cafeterias).	0.05	3.2	0.16	capital resources for attractions, especially culinary.
7	Close to the international border (Indonesia-Malaysia)	0.06	3.7	0.22	
8	Accessibility of road networks to destinations and the main entrance to the province (entrance for foreign tourists via four routes).	0.05	3.2	0.16	
9	There is natural capital that is suitable for developing ecotourism in the region.	0.05	3.5	0.17	
Organizing Stage					
10	The existence and role of tourism support institutions (local government and tourism offices, health service facilities, law enforcement agencies, involving academics)	0.05	3	0.15	
The total of Strengths' Scores		0.53		1.83	
Weakness (W) (X2)					
The Planning Stages Based on Sustainable Tourism					
11	There is no technical Standard Operating Procedure (SOP) for tourism management.	0.04	2.8	0.11	The main weaknesses of destination management
12	The lack of provincial government budget allocation for tourism development.	0.05	3	0.15	planning are technical,
13	Valid statistical data on tourists.	0.05	3.1	0.16	operational, and
14	Tourism infrastructure that does not support the development of cultural	0.05	3.1	0.16	administrative matters (statistical

NO	Descriptions	Weight	Rating	Score	Comments
	tourism in the region (lighting at tourist attractions, signal)				data) and the uneven distribution of infrastructure.
Organizing					
15	Lack of synergy between provincial and district/city governments regarding city branding.	0.04	2.9	0.11	The biggest weakness in the organizing stage is the synergy within the government, followed by the weak participation of local communities.
16	Weak enthusiasm and community participation in tourism development.	0.04	2.6	0.1	
Staffing					
17	Lack of productivity and competitiveness of tourism organizer resources (utilization of technology).	0.05	3.1	0.16	The issue of human resource quality pertains to personnel matters.
Direction and Supervision					
18	Lack of progress in implementing executive planning.	0.05	3	0.15	The results of the briefing and supervision show that the biggest problem lies in the lack of investment for destination development.
19	Promotion that is not yet optimal (digital or online media)	0.05	3.1	0.16	
20	Has not yet generated interest in investing (especially from the private sector) in West Kalimantan in terms of destination development investment.	0.05	3.2	0.16	
The total of Weakness's Score		0.47		1.42	
Overall Total		1		3.25	

After completing the IFAS calculation, the next step is to perform the EFAS calculation. The calculation results are as follows:

Table 5. EFAS Calculation Matrix

NO	Descriptions	Weight	Rating	Score
Opportunity (O) (Y1)				
1	International tourists who are oriented towards sustainability and sustainability (e.g., natural attractions)	0.05	3.1	0.16
2	The post-Covid-19 phase opens up tourist potential.	0.05	3.2	0.16
3	The development of communication technology as a marketing medium (social media).	0.06	3.4	0.2
4	The application of automation and digitalization in government structures.	0.05	3.2	0.16
5	The market segment of international tourists is oriented towards culture (cultural attractions).	0.06	3.3	0.2
6	The post-Covid-19 phase opens up tourist potential.	0.06	3.3	0.2
7	Support from the central government (Ministry of Tourism)	0.05	3.2	0.16
8	Funding support for tourism infrastructure and other tourism-related developments.	0.05	3.2	0.16
9	Continuing the ongoing regional tourism development areas.	0.05	3.3	0.17
10	Conservation of natural and historical sites.	0.05	3.2	0.16
11	Strengthening cultural attractions.	0.06	3.4	0.2
12	Forming and strengthening associations (government-private-community) involved in tourism activities.	0.05	3.4	0.17
The Total of opportunity's scores		0.69		2.27
Threat (T) (Y2)				
13	High competition for destinations based on natural and cultural attractions.	0.05	3.3	0.17
14	Late city branding planning compared to other regions in Indonesia.	0.05	3.3	0.17

NO	Descriptions	Weight	Rating	Score
15	Less famous than other destinations in Indonesia (Bali and Yogyakarta)	0.06	3.4	0.2
16	The geographical location is far from Indonesia's activities center (Java).	0.05	3.3	0.17
17	Tourism has a broad economic impact.	0.05	3.3	0.17
18	Safety and security issues (such as floods or natural disasters).	0.05	3	0.15
The total of Threat's Score		0.31		1.03
Overall Total		1		3.3

The difference in the calculation of strengths and weaknesses is at 0.41 (1.83-1.42) while opportunities and threats are at 1.24 (2.27-1.03). Thus, the coordinate points are at 0.41; 1.24.

The following is the IFAS and EFAS Matrix:

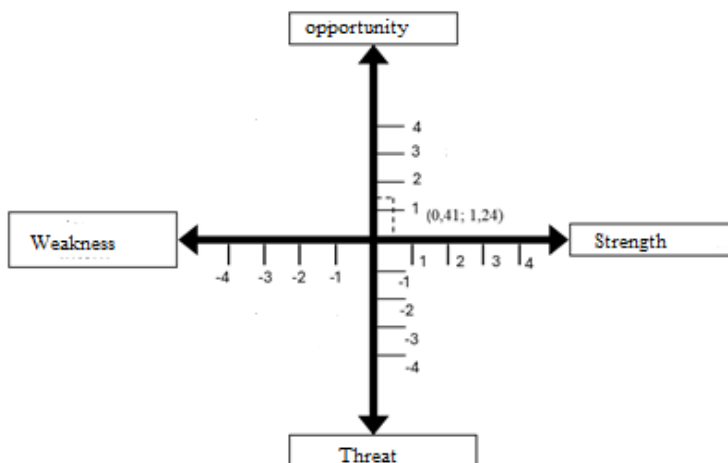


Figure 2. IFAS and EFAS Matrix Coordinate Points

Based on the calculation of the strategic choices and matrix coordinate points above, it can be concluded that "Rimba dan Budaya" can carry out a strategy to support the regressive strategy, namely the SO strategy (Strengths and Opportunities).

3.4. Discussion

Based on the SWOT analysis, the priority strategy for West Kalimantan's destination management is an SO strategy, namely

leveraging internal strengths to maximize external opportunities. The results indicate that key strengths lie in tourism resource capital (natural, cultural, historical, and culinary attractions) and institutional support within destination governance. This aligns with studies emphasizing that destination competitiveness is strongly driven by attraction resources and governance capacity (Manrai & Friedeborn, 2020; Górska-Warsewicz, 2020; Fyall & Garrod, 2020).

Therefore, the strategic priority is to strengthen planning and organizational capacity to enhance competitive advantage. Planning must shift toward a market-oriented approach, meaning tourism development should be guided by tourist demand patterns, particularly international market preferences. This reflects the importance of demand-driven tourism governance in achieving sustainable competitiveness (Khan et al., 2021; Jenkins, 2020). Rather than relying solely on existing resource abundance, destination management should critically assess which resources align with global tourist expectations (Jeyacheya & Hampton, 2020).

From a strategic perspective, tourism development should be reframed as a “composite product” that integrates attractions, services, and infrastructure into a unified experience (Manente & Minghetti, 2006). This requires adaptive governance and collaborative multi-actor coordination (Bichler & Lösch, 2019; Gispert & Clavé, 2023).

A major constraint identified is weak data governance, particularly in tourism statistics and visitor tracking systems. This limits evidence-based planning and evaluation. Strengthening digitalized tourism information systems is therefore essential to support data-driven decision-making and improve policy responsiveness (Estêvão et al., 2020).

In addition, tourism promotion must be strengthened through digital platforms and social media to expand market reach, especially in post-COVID tourism recovery contexts where digital engagement has become a key driver of destination competitiveness (Höglund et al., 2018; Khan et al., 2020).

Organizationally, destination management is not only administrative but also involves integration of stakeholders into a unified system (Bodemann, 2018). Effective organizing requires clear

role distribution and strong coordination mechanisms among government, private sector, and communities. However, findings show weak integration and low community participation, which is consistent with governance challenges in collaborative tourism systems (Errichiello & Micera, 2021; Liu et al., 2020).

The main challenge lies in the limited engagement of local communities, which is largely driven by insufficient perceived economic benefits. Similar findings indicate that tourism participation is strongly dependent on inclusive benefit-sharing mechanisms and local empowerment (Santa & Soria, 2020; Jeyacheya & Hampton, 2020). The discontinuation of tourism programs due to low community involvement further confirms that stakeholder commitment is a decisive factor in destination success.

To address this, a multi-level organizing strategy is required. At the national level, cooperation with central government should focus on improving accessibility and positioning West Kalimantan in international tourism agendas (Jenkins, 2020). At the regional level, inter-agency coordination must be strengthened to ensure consistent destination branding (Sentanu & Mahadiansar, 2020). At the community level, tourism benefits must be made more tangible through inclusive economic participation, ensuring that tourism becomes a direct source of livelihood improvement.

Overall, destination management in West Kalimantan should move toward an integrated governance model that combines resource optimization, market-oriented planning, digital transformation, and inclusive stakeholder collaboration. This approach is essential to ensure that tourism contributes not only to economic growth but also to poverty reduction and regional development (Alcalá-Ordóñez et al., 2023; Khan et al., 2020).

4. Conclusion

This study examined the implementation of destination management under the "*Rimba dan Budaya*" branding in West Kalimantan. Although the provincial government has established a comprehensive planning framework through its 2018–2023 Strategic Plan, implementation remains constrained by institutional, operational, and organizational challenges. Major issues include the

absence of technical implementation guidelines, limited tourism data and market analysis, weak intergovernmental coordination, inadequate human resource capacity, and low community participation. These constraints reduce the effectiveness of destination governance and limit the competitiveness of the tourism sector.

The findings identify stakeholder commitment as the most critical determinant of successful destination management. Effective collaboration among government agencies, the private sector, and local communities is essential to transform tourism resources into sustainable economic outcomes. SWOT analysis further positions West Kalimantan in the SO quadrant, indicating that the province should adopt a growth-oriented strategy by leveraging its natural, cultural, and institutional strengths to capture emerging tourism opportunities.

Theoretically, this study extends destination management literature by integrating strategic management with destination governance through a tourism-specific SWOT framework that incorporates tourism resources, institutional capacity, and multi-level environmental analysis. Practically, the findings suggest that policymakers should strengthen evidence-based planning through integrated tourism information systems, adopt market-oriented destination development based on international visitor preferences, enhance digital promotion, and reinforce cross-sector collaboration across central government, local government, private actors, and local communities.

This study is limited to a single provincial case and relies primarily on qualitative evidence. Future research may employ comparative or mixed-method approaches across multiple destinations to validate the proposed framework and examine its applicability in different tourism governance contexts.

Declaration of Conflicting Interest

The authors declare that there is no conflict of interest regarding the publication of this study.

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