

The Role of Local Government in Tourism Development of the Tanjung Lesung SEZ, Banten Province

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ABSTRACT

The Tanjung Lesung Special Economic Zone (SEZ) in Banten Province is one of Indonesia's national priority destinations, and it is expected to drive regional economic growth through tourism. However, the declining trend in tourist arrivals indicates that its development impact has not been optimal. Specific studies on the government's role within SEZs remain limited, especially regarding the Tanjung Lesung SEZ. This research fills that gap and offers applicable policy recommendations for tourism development. This article provides novelty by comprehensively examining the role of local government in tourism development within a Special Economic Zone, a topic not previously explored in depth. It also integrates policy aspects, government roles, and the challenges faced in a post-disaster and pandemic context. A qualitative descriptive approach was employed, with primary data collected through interviews and FGDs involving key stakeholders, and secondary data from official documents and statistical records. Data were analyzed using thematic content analysis, with triangulation and coding guided by Veal's (2017) Tourism Policy Framework. The findings indicate that the local government performs crucial roles as a regulator, facilitator, coordinator, motivator, and dynamizer. However, effectiveness is hindered by shifts in national regulations, fragmented coordination, infrastructure development delays, inadequate destination branding, and limited community engagement. These results highlight the need to strengthen coordination, clarify institutional authority, and enhance local community capacity to support sustainable tourism development in SEZs. Furthermore, the study explicitly applies tourism governance theory to contextualize the findings, underscoring the importance of multi-level coordination and stakeholder collaboration in effective SEZ management.

Keywords: Tanjung Lesung SEZ, Local Government Roles, Tourism Development, Regulatory Challenges

ABSTRAK

Kawasan Ekonomi Khusus (KEK) Tanjung Lesung di Provinsi Banten merupakan salah satu destinasi prioritas nasional yang diharapkan mendorong pertumbuhan ekonomi regional melalui sektor pariwisata. Namun, penurunan tren kunjungan wisatawan menunjukkan bahwa dampak pengembangannya belum optimal. Studi spesifik mengenai peran pemerintah dalam pengembangan KEK masih sangat terbatas, khususnya terkait KEK Tanjung Lesung. Oleh karena itu, penelitian ini penting untuk mengisi kekosongan tersebut dan menawarkan rekomendasi kebijakan yang aplikatif bagi pengembangan pariwisata. Artikel ini memberikan kebaruan dengan mengkaji secara komprehensif peran pemerintah daerah dalam pengembangan pariwisata di kawasan KEK, sebuah topik yang sebelumnya belum pernah dieksplorasi secara mendalam. Penelitian ini juga mengintegrasikan aspek kebijakan, peran pemerintah, dan tantangan yang dihadapi dalam konteks pasca-bencana dan pandemi. Pendekatan deskriptif kualitatif digunakan, dengan data primer diperoleh melalui wawancara dan FGD bersama pemangku kepentingan utama, serta data sekunder dari dokumen resmi dan data statistik. Analisis dilakukan menggunakan *thematic content analysis* dengan triangulasi data dan pengkodean berdasarkan kerangka Veal (2017). Hasil penelitian menunjukkan bahwa pemerintah daerah berperan sebagai regulator, fasilitator, koordinator, motivator, dan dinamisor, namun efektivitasnya masih terkendala oleh perubahan regulasi pusat, lemahnya koordinasi, keterlambatan pembangunan infrastruktur, rendahnya branding destinasi, dan partisipasi masyarakat yang terbatas. Temuan ini menekankan pentingnya penguatan koordinasi, kejelasan kewenangan kelembagaan, dan peningkatan kapasitas masyarakat lokal untuk mendukung pengembangan pariwisata berkelanjutan di KEK. Selain itu, penelitian ini secara eksplisit menerapkan teori tata kelola pariwisata untuk mengontekstualisasikan temuan, menekankan pentingnya koordinasi multi-level dan kolaborasi pemangku kepentingan dalam pengelolaan KEK yang efektif.

Kata Kunci: KEK Tanjung Lesung, Peran Pemerintah Daerah, Pengembangan Pariwisata, Tantangan Regulasi

1. INTRODUCTION

Tourism is one of the strategic sectors that significantly contributes to Indonesia's economy. As a country rich in natural and cultural resources, Indonesia has positioned tourism as a key driver of foreign exchange earnings, job creation, and regional development. According to Law Number 10 of 2009 concerning tourism, this sector plays an important role in sustainable national development. Recent studies show that tourism contributed approximately 4.6% to 4.9% of Indonesia's Gross Domestic Product (GDP) between 2016 and 2019, highlighting its role in the national economy (Mun'im, 2021). These economic benefits have encouraged the government to develop leading tourism destinations and integrate tourism with regional economic strategies. Moreover, the distributional and spillover impacts of tourism across regions demonstrate its potential to promote equitable growth and reduce development disparities (Nugroho et al., 2025).

In the context of regional tourism development, local governments' role is crucial for maximizing the potential of their respective areas. Local governments are responsible for formulating policies, managing resources, and mobilizing community and private sector participation to develop tourism potential optimally. This aligns with the mandate of Law Number 23 of 2014 concerning Regional Government, which affirms regional authority in tourism management (Law Number 23 of 2014). With the active role of local governments, tourism potential can be transformed into attractive and competitive tourism products. Similar findings have been reported in China, where the presence of special economic zones (SEZs) accelerates the transition toward greener production and enhances socio-benefiting efficiency, highlighting the importance of government policies in driving sustainable development (Dinh et al., 2025).

Government management of tourism can be observed through various roles it undertakes: regulator, coordinator, motivator, facilitator, dynamizer, stimulator, and innovator. As a regulator, the government establishes policies and regulations governing tourism development. As a coordinator, it aligns various stakeholders in the implementation of tourism programs. The roles of motivator and facilitator are carried out by encouraging and empowering businesses and communities to actively participate in tourism development. Furthermore, the government also acts as a dynamizer and stimulator, driving innovation and the development of new tourism products to ensure the continuous growth of the sector (Khotimah & Pawestri, 2022). The success of these roles depends heavily on the quality of governance and the strength of community engagement, as evidenced in Colombia, where

insufficient social capital and unstructured governance have limited the benefits of community-based tourism (Rocca & Zielinski, 2022).

However, regional tourism development faces various challenges. These include a lack of community involvement as government partners, limited quality of human resources, minimal investor engagement, and insufficient development priority given to the tourism sector. Additionally, budget constraints, inadequate supporting facilities and their maintenance, and uninspired tourism promotion systems also pose significant hurdles (Ibrahim et al., 2024). These conditions necessitate a more effective and collaborative development strategy from the government. The shift from hierarchical to collaborative governance observed in rural tourism contexts reinforces the need for multi-sectoral coordination and participatory approaches to achieve sustainable outcomes (Reina-Usuga et al., 2024).

The COVID-19 pandemic has severely impacted the tourism sector in Indonesia, causing a significant decline in both foreign and domestic tourist arrivals, especially in priority destinations such as the Tanjung Lesung Special Economic Zone (SEZ). This decline has adversely affected related micro, small, and medium-sized enterprises (MSMEs) that rely heavily on tourism activities, resulting in substantial economic losses and increased unemployment in the sector (Peraturan Pemerintah No. 26 of 2012; Atmojo & Fridayani, 2021). This situation demands a more intensive role from the government in the area's recovery and development. International evidence also suggests that sustainable tourism recovery in special zones requires adaptive multi-level governance that integrates national policy directions with local innovations and community participation (Guo & Li, 2024).

Research indicates that quality of government (QoG) especially in terms of responsiveness and transparency is a significant determinant of public support in tourism recovery efforts (Wong & Lai, 2022). Furthermore, studies emphasize the importance of local government capacity in managing tourism-related risks and building destination resilience through inclusive, community-based approaches (Putera et al., 2025). Inadequate community involvement and centralized control often hinder disaster management and development efforts, as shown in the case of Mandalika SEZ.

The government's role in developing the Tanjung Lesung SEZ is crucial for ensuring the sustainability and enhanced competitiveness of this tourist destination. The government is not only instrumental in providing infrastructure and facilities but also in regulating policies, developing human resources, and integrating tourism promotion. Effective collaboration among central and local governments, businesses, and the community is key to supporting the

success of regional tourism development (Mulyawati et al., 2023; Oktaviana, 2025). However, as Rothenberg et al. (2025) argue, special economic zone policies alone may not yield significant results unless accompanied by integrated improvements in infrastructure, institutional capacity, and local governance.

Specific studies on the government's role within Special Economic Zones (SEZs) are still limited, especially concerning the Tanjung Lesung SEZ in Banten Province. Therefore, this research is crucial to fill that gap and offer applicable policy recommendations for tourism development. This article provides novelty by comprehensively examining the role of local government in tourism development within a Special Economic Zone, a topic not previously explored in depth. Furthermore, it integrates aspects of policy, government roles, and the challenges faced in a post-disaster and pandemic context. This approach is expected to contribute both scientifically and practically to sustainable tourism development in Indonesia. Accordingly, this study aims to identify and analyze the roles of local government in the development of the Tanjung Lesung SEZ, and investigate the main challenges in implementing those roles.

2. DATA AND METHODS

The research location is in the Tanjung Lesung Special Economic Zone (SEZ), located in Tanjung Jaya Village, Panimbang District, Pandeglang Regency, Banten Province. This area covers approximately 1,500 hectares and is one of the leading tourist destinations on the western coast of Java Island. Geographically, the Tanjung Lesung SEZ borders directly with the Sunda Strait to the north, south, and east, and with Tanjung Jaya Village to the west. The area features a coastline of approximately 13 kilometers facing the Sunda Strait, offering natural scenery that connects Mount Anak Krakatau and Ujung Kulon National Park, two major tourist attractions in Banten Province ((BPS Kabupaten Pandeglang, 2016). The research was conducted from June to December 2023. The research location map is shown in Figure 1.

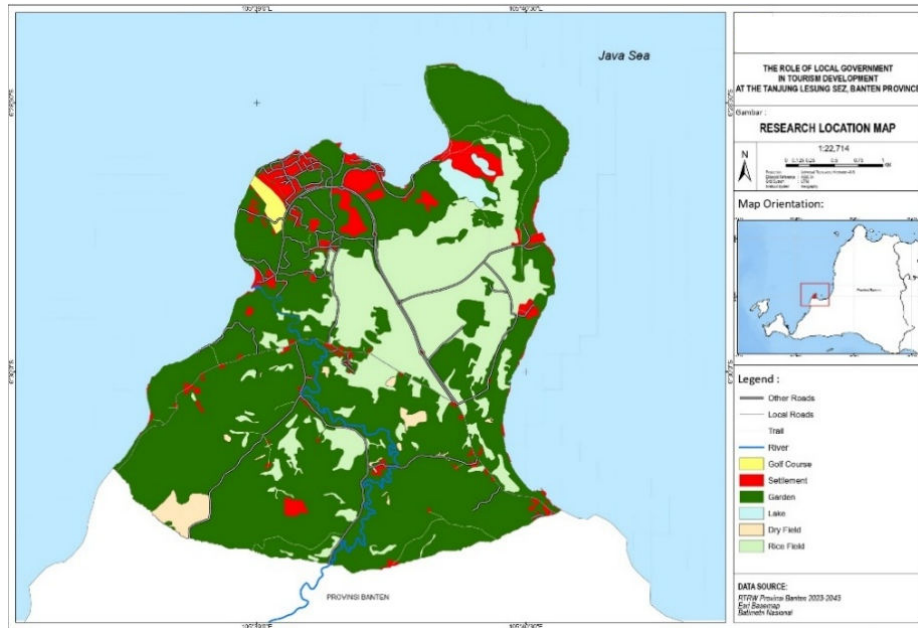


Figure 1. Research Location Map

This study adopts an analytical framework that guides the flow of data and analysis to provide a clear structure for addressing the research objectives. Both primary and secondary data are analyzed using qualitative descriptive techniques to generate outputs for each analytical stage. The research involves two main phases of analysis designed to answer the stated research objectives. The inputs and expected outcomes of each phase are presented in Figure 2.

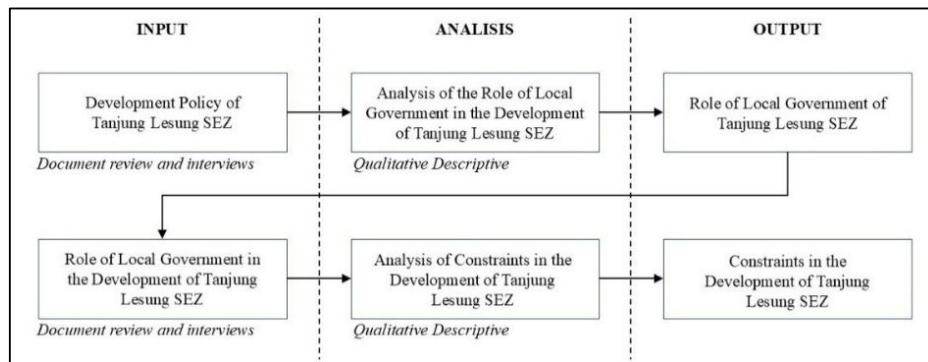


Figure 2. Research Flow Chart

2.1. Data Sources & Data Collection Techniques

The types of data required in this study consist of primary and secondary data. Primary data were obtained through field interviews. The primary data sources include stakeholders involved in the management of the Tanjung Lesung Special Economic Zone (SEZ), particularly the Regional Government of Pandeglang Regency. These institutions were selected purposively based on their strategic roles in spatial planning, infrastructure, investment promotion, and tourism service provision. Each agency represents a critical node in the tourism governance

network within the region.

The primary data collection involved 9 informants representing five key institutions directly engaged in the development and management of the Tanjung Lesung SEZ: Bappeda with 2 persons, Department of Tourism and Culture with 2 persons, DPMPTSP with 2 persons, Public Works and Spatial Planning Office (PUPR) with 2 persons, and PDAM with 1 person. Data were gathered through a one-day Focus Group Discussion (FGD) on 22 November 2023 at the DPMPTSP office in Pandeglang Regency, complemented by follow-up in-depth interviews with each institution to explore perspectives on policy implementation, inter-agency coordination, and operational challenges in tourism development.



Figure 3. Focus Group Discussion at DPMPTSP Office

Secondary data were collected digitally through the official website of the Central Statistics Agency (BPS) of Pandeglang Regency, <https://pandeglangkab.bps.go.id>, particularly data related to Panimbang District and Tanjung Jaya Village, which are the locations of the Tanjung Lesung SEZ. Additional data were obtained from the official website of the DPMPTSP of Pandeglang Regency <https://dpmptsp.pandeglangkab.go.id/berita/index/78>. Other secondary data were collected from various sources, such as academic journals and scholarly articles relevant to the Tanjung Lesung SEZ. The specific data needs for this research are presented in Table 1.

Table 1. Data Needs and Data Collection Techniques

No	Analysis	Data	Type	Format	Year	Data Collection Technique	Source
1	Identification of the role of the local government in the development of the Tanjung Lesung SEZ	SEZ development policy	- Secondary - Primary	Descriptive	2023	- Document review - Interviews	-Bappeda of Pandeglang Regency -Tourism Office of Pandeglang Regency -SEZ Administrator (DPMPTSP) -Other relevant agencies
2	Analysis of constraints in the development of the Tanjung Lesung SEZ	Constraints in SEZ development	- Secondary - Primary	Descriptive	2023	- Document review - Interviews	

2.2. Data Analysis

This study employed a manual thematic analysis approach guided by Veal (2017), which emphasizes systematic interpretation of non-statistical qualitative data. The analysis followed three key stages: open coding, axial coding, and selective coding.

In the open coding phase, qualitative data including interview transcripts, field observations, and policy documents were carefully examined to identify relevant fragments of information. These fragments were assigned initial descriptive codes derived inductively from the data without being constrained by a pre-existing theoretical framework.

During the axial coding stage, the initial codes were organized into broader thematic categories aligned with the conceptual framework of this study. These categories reflect the roles of local government in tourism development namely, regulator, coordinator, facilitator, motivator, dynamizer, stimulator, and innovator as synthesized from the literature and summarized in Table 2. This phase helped to structure the data and identify emerging patterns related to government functions.

The final stage, selective coding, involved synthesizing core themes that connected the identified categories into a comprehensive narrative. At this level, the analysis moved beyond mere description to interpret and critically evaluate the effectiveness of local governments' roles and their contribution to the successful development of the Tanjung Lesung SEZ. This interpretative process enabled the research to respond to its dual objectives: exploring the roles of local government and identifying the key challenges limiting effective tourism governance in the area.

To gain insight into the role of the Pandeglang Regency government in the development of tourism within the Tanjung Lesung Special Economic Zone (SEZ), it is essential to consider expert perspectives. These expert opinions are summarized and presented in Table 2.

Table 2. The Role of Local Governments in Tourism Development According to Various Experts

The Role of Government	(Putera et al., 2025)	(Mahrinasari et al., 2024)	(Fauzi & Jumiaty, 2022)	(Liu et al., 2025)	(Gasco-Hernandez et al., 2022)	(Wong & Lai, 2022)
Regulator	✓	✓		✓		✓
Coordinator	✓	✓			✓	✓
Facilitator	✓	✓	✓		✓	✓
Motivator	✓		✓	✓		✓
Dynamizer	✓		✓			
Stimulator	✓					✓
Innovator	✓			✓		

Source: (Putera et al., 2025); (Mahrinasari et al., 2024); (Fauzi & Jumiaty, 2022); (Liu et al., 2025); (Gasco-Hernandez et al., 2022); (Wong & Lai, 2022)

In tourism development, local governments assume multiple roles that are vital to ensuring the sustainability, competitiveness, and responsiveness of destinations. These roles regulator, coordinator, facilitator, motivator, dynamizer, stimulator, and innovator are evidenced in various real-world contexts, particularly in Indonesia and beyond.

As regulators, local governments establish and enforce the legal and institutional framework necessary for tourism growth. In the Tanjung Lesung SEZ in Banten Province, for example, the local government's formulation of regional policies and zoning regulations supports tourism investment and infrastructure development (Fauzi & Jumiati, 2022). Similarly, in Mandalika, West Nusa Tenggara, the limited regulatory role of local government due to centralized control by national tourism authorities has been shown to constrain effective disaster response and local empowerment (Putera et al., 2025). In China, Liu et al., (2025) observed that improvements in the business environment enabled by consistent regulatory policies contributed significantly to high-quality tourism enterprise development.

The coordinator role involves aligning diverse stakeholders, institutions, and governance levels. In the city of Bandar Lampung, coordination between local government and tourism-related agencies was crucial in managing post-pandemic recovery strategies (Mahrinasari et al., 2024). In European cities like Milan and Munich, successful digital transformation initiatives in tourism were enabled by strong horizontal and vertical coordination across government layers and with private-sector partners (Gasco-Hernandez et al., 2022). Likewise, in Mandalika, coordination among community groups and local institutions helped mitigate disaster risks more inclusively (Putera et al., 2025).

As facilitators, local governments provide enabling conditions such as infrastructure, training, and institutional support. In Tanjung Lesung, facilitative programs include capacity-building workshops for tourism MSMEs and community-based ecotourism efforts (Fauzi & Jumiati, 2022). In Hong Kong, the government facilitated resident involvement through transparent governance and service delivery, thereby improving trust and destination image (Wong & Lai, 2022). In Mandalika, facilitation efforts such as local disaster preparedness programs have enhanced community confidence and participation in tourism (Putera et al., 2025).

The motivator role focuses on inspiring local actors to actively engage in tourism initiatives. In Tanjung Lesung, the local government motivated stakeholders by promoting cultural heritage tourism and supporting local entrepreneurship (Fauzi & Jumiati, 2022). Similarly, in China, Liu et al. (2025) showed that governments can shape long-term strategic orientations of tourism firms by signaling support for sustainable practices and discouraging

short-term investor pressures. In Mandalika, local authorities mobilized community commitment through inclusive planning processes (Putera et al., 2025).

As dynamizers, governments act as change agents who trigger innovation and revitalization. In European smart cities like Barcelona, leadership at the municipal level catalyzed digital tourism innovations through dedicated smart city units and integrated platforms (Gasco-Hernandez et al., 2022). In Mandalika, local leaders played a key role in strengthening tourism disaster resilience through grassroots engagement and innovative response frameworks (Putera et al., 2025).

The stimulator role entails initiating policies and programs that actively spur tourism activities. In Bandar Lampung, policy incentives, training programs, and marketing campaigns were launched to stimulate tourism entrepreneurship and SME recovery post-COVID-19 (Mahrinasari et al., 2024). In Hong Kong, the government stimulated tourism revival by introducing recovery subsidies and promotional packages aimed at both domestic and international tourists (Wong & Lai, 2022).

Finally, as innovators, local governments adopt and diffuse new technologies, models, and governance mechanisms. In Barcelona and Milan, municipalities pioneered smart tourism systems, enabling real-time visitor management and data-driven decision-making (Gasco-Hernandez et al., 2022). In Mandalika, the redesign of disaster management models to incorporate local wisdom and equitable governance represents an innovation in tourism resilience practices (Putera et al., 2025). In China, Liu et al., (2025) observed the emergence of integrated development strategies in tourism SEZs that combined innovation in business models with improved regulatory environments.

3. RESULT AND DISCUSSION

3.1 Existing Condition of Tanjung Lesung SEZ

The Tanjung Lesung Special Economic Zone (SEZ) was established through Presidential Regulation of The Republic of Indonesia No. 26 of 2012, covering an area of approximately 1,500 hectares. This SEZ has been designated as a tourism zone and is located in Tanjungjaya Village, Panimbang District, Pandeglang Regency, Banten Province. According to Regulation Number 6 of 2019 on the Master Plan for Tourism Development of Banten Province for 2018-2025, Tanjung Lesung SEZ is included in the Provincial Tourism Destination and Strategic Tourism Area program, which is expected to have a significant impact on economic, social, and cultural growth, the empowerment of natural resources, and the environmental carrying capacity.

The presence of the Tanjung Lesung SEZ has influenced changes in the livelihoods of the local community, which was previously widely known as a fishing community. Today, many have begun to expand by establishing independent business units in trade and tourism services, such as hotels, homestays, and restaurants (BPS Kabupaten Pandeglang, 2020). In 2020, 3,046 individuals were working in the trade, hotel (homestay), and restaurant sectors. This number is significantly higher than the number of people working in agriculture, livestock, and fisheries (2,548 individuals), as well as in industry and crafts (184 individuals). This indicates that the Tanjung Lesung SEZ has had an impact on the socio-economic conditions of the community, although the level of participation is still at the partnership level (Mulyawati et al., 2023). This condition needs attention from the government so that the existence and sustainability of the Tanjung Lesung SEZ can continue to grow and become a new economic hub in Banten Province (Mulyawati, 2022).

3.2 Tanjung Lesung SEZ Management

Tanjung Lesung Special Economic Zone (SEZ) is managed by PT Banten West Java (PT BWJ), the Development and Management Business Entity (BPUP), which is a subsidiary of PT JABABEKA. PT BWJ has developed a tourism development master plan aimed at attracting both domestic and international tourists.

According to the (Government Regulation of the Republic of Indonesia No. 40 of 2021) concerning the Implementation of Special Economic Zones, Article 50 states that the SEZ institutional structure consists of: (a) the National Council; (b) the Secretariat General of the National Council; (c) the Regional Council; and (d) the SEZ Administrator. Based on this regulation, in addition to the BPUP (PT BWJ), the National Council, the Secretariat General of the National Council, the Regional Council, and the SEZ Administrator also play a role in managing the SEZ.

PT BWJ continues to improve its services for tourists through various regularly held events intended to boost visitor numbers, including: the Tanjung Lesung Festival, Rhino X Triathlon, Rhino Kite Festival, Pasar Kalica People's Festival, Land, Sea, and Air Flag-Raising Ceremony, Bodur Festival, and the National Speed Rally Championship (2 Series). However, the efforts and creativity implemented by PT BWJ have yet to yield significant results, particularly in terms of tourist visits to the Tanjung Lesung SEZ (Table 3).

Table 3. The Number of Tourist Visits to Tanjung Lesung SEZ (2018-2022)

Year	Jan	Feb	Mar	Apr	May	Jun	Total Jan-Jun
2018	20.489	29.979	46.968	64.912	74.682	137.285	374.315
2019	445	1.766	4.070	6.618	8.102	26.838	47.839

2020	4.062	7.464	10.099	10.614	14.109	22.643	68.991
2021	10.236	14.002	18.943	25.526	42.122	50.592	161.421
2022	6.599	10.932	16.462	18.638	43.187	48.571	144.389
Year	Jul	Aug	Sep	Oct	Nov	Dec	Total Jul-Dec
2018	156.954	169.879	181.494	191.017	201.514	209.699	1.110.557
2019	32.073	34.881	40.647	44.975	49.139	57.995	259.710
2020	32.720	47.672	55.512	65.764	71.974	81.008	354.650
2021	53.406	60.177	68.595	79.099	86.009	92.461	439.747
2022	55.723	63.076	69.328	77.896	82.203	88.246	436.472
Total Number of Visitors Over the Last 5 Years							
2018	2019		2020		2021		2022
1.484.872	307.549		423.641		601.168		580.861

Source: *PT BWJ, 2023*

The number of visitors dropped drastically following the tsunami disaster on December 22, 2018, and the COVID-19 pandemic during 2019–2020 (Figure 4). The number of visitors to Tanjung Lesung SEZ dropped sharply in 2019 by –79.3% compared to 2018, primarily due to the December 2018 tsunami, and began to recover in 2020 (+37.7%) despite the impacts of the COVID-19 pandemic. Visitor numbers continued to rise in 2021 (+41.9%) as restrictions eased, before experiencing a slight decline in 2022 (–3.4%) amid ongoing economic and tourism market uncertainties.

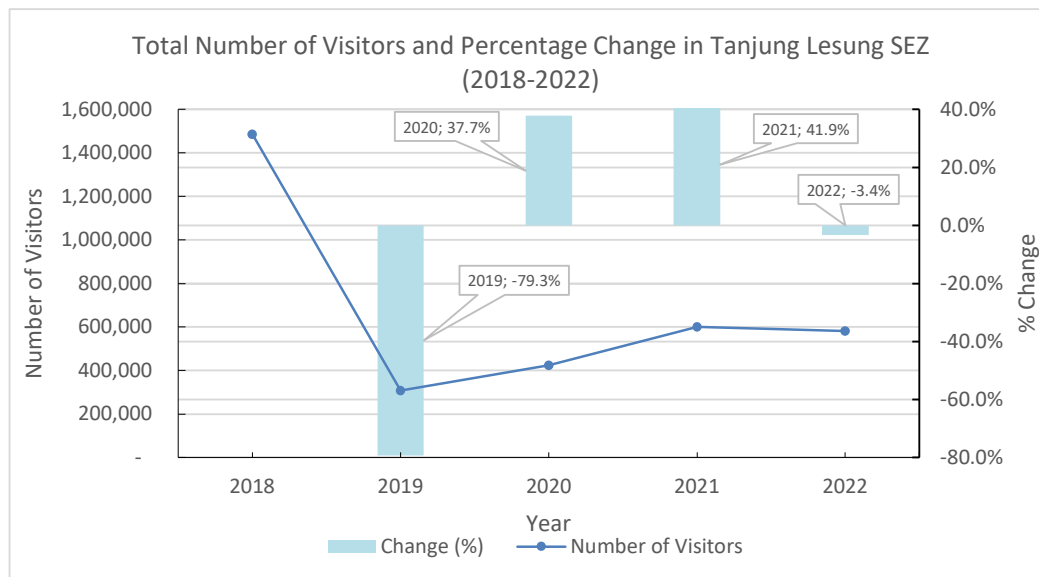


Figure 4. Total Number of Visitors and Percentage Change in Tanjung Lesung SEZ (2018–2022)

3.3 Field Research Results on the Government's Role

3.3.1 The Role of the Pandeglang Regency Government

Based on the previous subsection, it has been explained that the Tanjung Lesung

Special Economic Zone (SEZ) is managed by multiple parties, including the Central Government—represented by the National Council and the Secretariat General of the National Council; the Provincial Government of Banten represented by the Regional Council and the SEZ Administrator; the Pandeglang Regency Government; and the Development and Management Business Entity (BPUP), namely PT Banten West Java (BWJ). Given this multi-level management system, the administration of Tanjung Lesung SEZ is considered complex. The BPUP is authorized to manage the internal area of the SEZ, while the Central Government and the Banten Provincial Government are responsible for developing supporting infrastructure leading to Pandeglang Regency, and the Pandeglang Regency Government is responsible for managing the surrounding areas of the SEZ.

Under this management system, from 2012 to 2021, the administrator of the Tanjung Lesung SEZ operated as an independent body with a dedicated development budget. However, following the enactment of the Minister of Home Affairs Regulation (Permendagri) in 2021, the SEZ administrator was merged into DPMPTSP of Pandeglang Regency and was only granted authority related to licensing administration. Meanwhile, other roles previously held by the SEZ administrator were transferred to various regional apparatus organizations (SKPDs) and related institutions/agencies, such as the Department of Tourism and Culture, the Department of Public Works and Spatial Planning (DPUPR), the Environmental Agency, the Regional Drinking Water Company (PDAM), among others. The respective management authorities of the Pandeglang Regency's offices and institutions related to the Tanjung Lesung SEZ are as follows:

Table 4. The Role of the Pandeglang Regency Government In the Development of Tanjung Lesung SEZ

No.	Relevant Agencies and Institutions	Authority	Notes
1	Department of Investment and One-Stop Integrated Services (DPMPTSP)	• Permitting • Drafting of incentive regulations around Tanjung Lesung SEZ, newly enacted in 2024	Currently, there are still permitting issues in the area surrounding the SEZ and within the SEZ itself that require DPMPTSP's facilitation, including: • Issues between BPN (National Land Agency) and BUPP (SEZ Management Body) related to abandoned land, HGB (Right to Build) extensions, and others. • The lack of basic permits for tenants that existed before the SEZ became operational.

No.	Relevant Agencies and Institutions	Authority	Notes
2	Department of Tourism and Culture	• Tourism promotion • Empowerment of Pokdarwis (Tourism Awareness Groups), homestay operators, and local communities • Organization of festivals • Development of tourism villages around Tanjung Lesung SEZ	• Empowering the people of Pandeglang, especially those around the SEZ, faces unique challenges related to mindset and culture, which differ from the target tourists of the SEZ. The absence of vocational schools as a means of "link and match" with tourism needs in the SEZ. The lack of SEZ branding has resulted in fewer investors and tourists visiting.
3	DPUPR (Department of Public Works and Spatial Planning)	Support for district road infrastructure and street lighting leading to and around Tanjung Lesung SEZ.	Management of the Tanjung Lesung SEZ is hindered by budget limitations, a direct result of the SEZ administrator's merger into several Regional Apparatus Organizations (OPDs), which eliminated a dedicated budget for its operations.
4	Department of Environment	Waste management around Tanjung Lesung SEZ.	
5	PDAM (Regional Drinking Water Company)	Provision of SPAM (Drinking Water Supply System).	

The merger of the Tanjung Lesung SEZ administrator into other local government agencies has resulted in the Pandeglang Regency Government no longer having a dedicated budget for the development of areas surrounding the Tanjung Lesung SEZ.

3.3.2 The Role of the Central and Provincial Governments

The central and provincial governments have specific roles in supporting the development of the Tanjung Lesung SEZ. These roles are focused on infrastructure development, accessibility improvement, and regional coordination. The following section describes the contributions made by each level of government concerning the Tanjung Lesung SEZ. The roles of the Central and Provincial Governments can be seen as follows:

Table 5. The Role of the Central Government and Banten Province In the Development of the Tanjung Lesung SEZ

No.	Government	Role in Tanjung Lesung SEZ Development	Notes
1	Central	• Construction of a jogging track, which also serves as a breakwater. • Construction of a toll road. • Reactivation of the Cilegon-Tanjung Lesung and Rangkasbitung-Labuan railway lines. • Construction of the Salakanagara special airport.	• Construction is currently incomplete. The closest toll gate is Panimbang toll gate in Rangkasbitung, located 18 km or 28 minutes from Tanjung Lesung SEZ. • Railway line reactivation has not yet proceeded. • The construction of Salakanagara special airport was canceled.
2	Province	Providing technical recommendations as a form of support for services and conditional permitting.	

Vertical, horizontal, and cross-sectoral cooperation and coordination have been carried out in the development of the Tanjung Lesung Special Economic Zone (KEK). Some examples of these efforts are as follows:

a. Organization of the Tanjung Lesung KEK Festival

The Pandeglang Regency Government collaborated with the central government, the provincial government, the local communities surrounding the Tanjung Lesung SEZ, tourism awareness groups (pokdarwis), and business actors in organizing the Tanjung Lesung Charm Festival in 2017, 2018, 2019, and 2022. This festival featured various activities that evolved each year according to the theme and prevailing conditions.

In 2017, the festival adopted the theme "Sport & Adventure", with main events including the Rhino Cross Triathlon, Mountain Bike Cross Country Marathon, and Sunset Trail Run, alongside traditional competitions such as the Kolecer Festival and Bebegig Festival, highlighting marine tourism and sports as key attractions. In 2018 and 2019, the festival continued to focus on the integration of cultural arts, sports, and local product promotion, featuring traditional performances, culinary bazaars, sporting competitions, and even international events such as the International Paramotor show in 2019.

By 2022, the festival was held again with a broader range of events, including a creative MSME product exhibition, culinary bazaar, photography competition, fashion show, on-the-spot painting sessions, public discussions (sarasehan), and musical performances. These efforts served as a strategy for post-disaster and post-pandemic tourism recovery.

b. Organization of the National Coordination Meeting (Rakornas)

The National Coordination Meeting (Rakornas) of the Special Economic Zone (SEZ) Tanjung Lesung is an annual forum organized by the National SEZ Council to evaluate the performance of SEZs across Indonesia and formulate strategies for their future development. During this meeting, SEZ Tanjung Lesung was discussed as one of the 10 national priority SEZs, with a focus on enhancing synergy between the central government, local governments, and the private sector. The main goal of the forum is to ensure that the development of these economic zones progresses optimally and contributes significantly to the national economy. The meeting was attended by various stakeholders, including representatives from the Ministry of Economic Affairs, the Ministry of Tourism and Creative Economy, local government officials from Banten Province, key industry players, investors, and PT BWJ.

c. Reporting on the Development Activities of Tanjung Lesung KEK

The Business Entity for Development and Management (BUPP), PT BWJ, routinely

submits activity reports to the Investment and One-Stop Integrated Services Agency (DPMPTSP) of Pandeglang Regency every six months. These reports are part of the institutional governance of the Tanjung Lesung Special Economic Zone (SEZ), aimed at ensuring that activities are carried out by established plans and regulations, while also supporting synergy among the central, provincial, and regency governments, as well as the SEZ management.

3.4 Obstacles to Tourism Development in the Tanjung Lesung SEZ

The development of Tanjung Lesung SEZ faces several challenges, such as infrastructure issues within the SEZ and challenges in budget management around the area.

a. Accessibility of Tanjung Lesung SEZ

The lack of a toll road directly leading to Tanjung Lesung SEZ has made accessibility to the area less than ideal. The toll road construction, under the authority of the central government and planned to be completed by the end of 2023, has not yet been realized. The toll road is expected to extend to Rangkasbitung, with the nearest toll gate being the Panimbang toll gate, which is 18 km or about 28 minutes away from the SEZ. In addition to the toll road, there are plans for Tanjung Lesung SEZ to be accessible via train. However, the reactivation of the Cilegon-Tanjung Lesung and Rangkasbitung-Labuan railway lines, which was scheduled to start in 2021, has not materialized by the end of 2023. Likewise, the Salakanagara airport, initially intended to support Tanjung Lesung SEZ, was not put into operation. The unfinished toll road infrastructure, as well as the unrealized railway line and airport, have resulted in a limited number of investors investing in Tanjung Lesung SEZ. Most investors prefer to wait for infrastructure readiness before investing. On the other hand, infrastructure readiness is not the responsibility of the Pandeglang Regency Government but rather the central government. The Pandeglang Regency Government only has the authority to support developments around the SEZ, which is why Tanjung Lesung SEZ has not been able to develop optimally.

b. Limited Support and Budget from the Pandeglang Regency Government

The budget limitation is also linked to a change in nomenclature under the Minister of Home Affairs Regulation (Permendagri) in 2021, which impacted the management of the SEZ. From 2012 to 2021, the SEZ administrator was an independent body, with its budget for development. However, after the Permendagri 2021 regulation and the merger of the SEZ administration into the DPMPTSP of Pandeglang Regency, with authority limited to permits, the Pandeglang Regency Government no longer has a specific budget for the development of areas around the SEZ. The budget constraints in tourism development are also supported by research conducted by (Khasanah & Sari, 2022). Similar constraints have been observed in

other countries, where funding limitations and reduced institutional capacity hinder the effective implementation of sustainable tourism policies (Guo & Li, 2024), and where insufficient resources weaken local governance structures that are essential for supporting community-based tourism development (Rocca & Zielinski, 2022).

c. Branding of the Tanjung Lesung SEZ

Branding is important for tourism development to create a unique image and identity that differentiates it from other tourist destinations. This image and identity creation can be an effective tool to increase tourist attraction and interest. Unfortunately, Tanjung Lesung SEZ still lacks branding that can enhance its image and identity and attract tourists. The tsunami disaster that once struck Tanjung Lesung SEZ also contributed to diminishing its tourist appeal. As a consequence, the SEZ has not experienced significant development year after year. As one of the responses to this challenge, the Pandeglang Regency Government has conducted benchmarking of tourism management in Banyuwangi Regency, but there has been no follow-up to adapt and implement these practices in Tanjung Lesung SEZ.

Branding is important for tourism development to create a unique image and identity that differentiates it from other tourist destinations. This image and identity creation can be an effective tool to increase tourist attraction and interest (Reina-Usuga et al., 2024). Unfortunately, Tanjung Lesung SEZ still lacks branding that can enhance its image and identity and attract tourists. The tsunami disaster that once struck Tanjung Lesung SEZ also contributed to diminishing its tourist appeal, consistent with findings that crises or disasters can significantly undermine a destination's image and require deliberate recovery strategies (Rocca & Zielinski, 2022).

d. Cultural Differences and the Mindset of the Local Community

The target tourists for Tanjung Lesung SEZ are upper-middle-class travelers, while the local community around this area, particularly in Pandeglang Regency, tends to have a more conventional mindset and is deeply religious. This cultural difference becomes a challenge, especially when tourism facilities such as bars or nightlife, expected by foreign tourists, do not align with the local norms, which are more rooted in traditional and religious values.

The conventional mindset of the local community also affects their willingness to work in the tourism sector. Many locals are more accustomed to traditional occupations such as agriculture or fishing, making the tourism sector seem foreign or less appealing. Furthermore, jobs in the tourism sector, such as those related to hotels, restaurants, or entertainment, are sometimes viewed as incompatible with their cultural or religious values. This mindset hampers the active participation of the local community in supporting the development of tourism in the

area, whether by providing skilled labor or opening businesses related to tourism. As a result, the development of Tanjung Lesung SEZ is slowed, as the success of the tourism sector heavily relies on the involvement and support of the local community.

3.5 In-depth Interpretative Analysis

The interpretative analysis presented here aims not only to describe but also to evaluate the effectiveness of the government's roles as regulator, facilitator, coordinator, motivator, and dynamizer, as well as their contribution to the successful development of the area.

The development of SEZ aims to boost economic growth, promote equitable development, and enhance national competitiveness by increasing investment, creating jobs, and developing value-added industries and tourism. Theoretically, the success of SEZ development heavily relies on the effective role of the government as a regulator, facilitator, coordinator, motivator, and dynamizer capable of integrating policies, resources, and community participation.

A summary of this interpretative analysis of the government's role in tourism development in the Tanjung Lesung SEZ is as follows:

Table 6. Summary of Interpretive Analysis of the Government's Role In Tourism Development in Tanjung Lesung SEZ

Role	Effectiveness	Obstacles	Impact
Regulator	Suboptimal	Limited authority and overlap between central and local regulations, coupled with the absence of an efficient dispute resolution mechanism for permits.	The permitting process becomes longer and less responsive to the needs of investors and local businesses. This leads to slow investment growth in the Tanjung Lesung SEZ.
Facilitator	Limited	The lack of a dedicated budget after the integration of SEZ management into DPMPSTP has led to unintegrated infrastructure development.	Delays in the construction of access roads, clean water, and public facilities result in low comfort for tourists and investors. This lowers the competitiveness of the Tanjung Lesung SEZ compared to other destinations.
Coordinator	Weak	Coordination among OPDs and across government levels in Tanjung Lesung remains weak. Many programs run independently without clear synergy, leading to overlaps and budget inefficiencies.	Program fragmentation causes overlapping activities, budget inefficiencies, and failure to achieve optimal development targets for the area.
Motivator	Low	Low interest, limited continuous training, and differing cultural mindsets are the main obstacles.	Community participation level in tourism management remains low. Few residents are active in Tourism Awareness Groups (Pokdarwis) or tourism businesses, while the majority still rely on traditional sectors.
Dinamizer	Weak	Weak branding, minimal digital promotion innovation, and insufficient collaboration with	This results in the Tanjung Lesung SEZ being less known and less

Role	Effectiveness	Obstacles	Impact
		private sector players and creative communities.	attractive to both tourists and investors.
Cross-Government Collaboration	Not Yet Optimal	Policy synchronization is not yet optimal, monitoring mechanisms are not effectively running, and promotional collaboration remains sectoral.	Suboptimal accessibility and investment uncertainty are major barriers to the area's growth.

However, field findings indicate that the local government's role in the development of the Tanjung Lesung SEZ still faces various obstacles that reduce its effectiveness. For example, the limited regulatory authority due to dominant central government regulations leads to less responsive and slower permitting and area management processes, resulting in suboptimal investment. Unintegrated coordination among Regional Apparatus Organizations (OPDs) and across government levels exacerbates program fragmentation and management inefficiency. Additionally, the roles of facilitator and motivator are still limited due to budget constraints, low community participation, and a lack of innovation in empowerment and promotion.

To provide a clearer depiction of the effectiveness of government roles in tourism development within the Tanjung Lesung Special Economic Zone (SEZ), a radar chart was developed based on the interpretative data presented in Table 6. Each government role—namely, regulator, facilitator, coordinator, motivator, dynamizer, and cross-government collaborator—was assigned a numerical score to reflect its level of effectiveness. The scoring system follows this scale: 1 for low (weak/low/not yet optimal), 2 for moderate (limited/suboptimal), and 3 for high (optimal). These scores were derived from field interview findings, policy documents, and observation data, maintaining alignment with the qualitative methodology used in this study. The resulting radar chart visually highlights the imbalanced performance across roles and identifies areas where policy reinforcement and institutional capacity building are most needed to support more effective and sustainable SEZ development in Tanjung Lesung. The radar chart is presented in Figure 5.

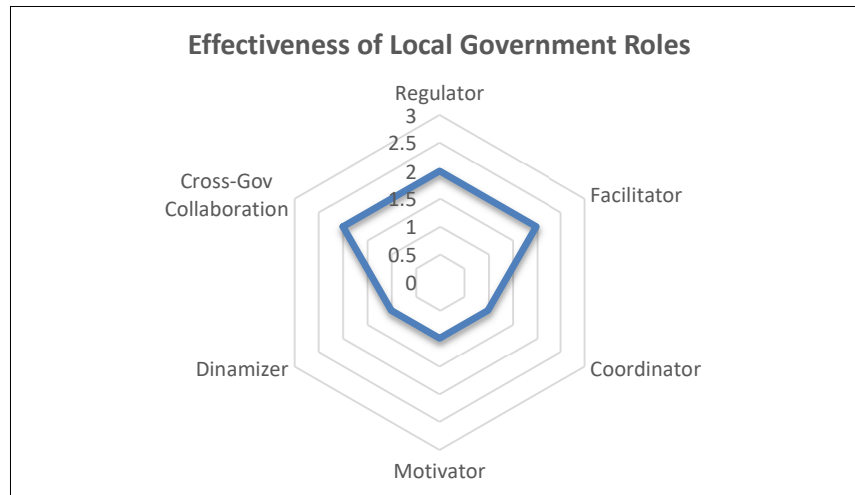


Figure 5. Visual Representation of the Effectiveness of Local Government Roles in the Tanjung Lesung Special Economic Zone (SEZ)

International experience shows that the success of Special Economic Zones (SEZs) largely depends on the effectiveness of government policies and the capacity of local communities. In China, SEZs have been proven to accelerate the transition toward environmentally friendly production while simultaneously enhancing social welfare (Dinh et al., 2025). Conversely, a study in Colombia demonstrates that without strengthened social capital and structured governance, the benefits of community-based development are difficult to achieve (Rocca & Zielinski, 2022). These findings suggest that effective policies must be accompanied by community empowerment to ensure the sustainable benefits of development.

In the Indonesian context, this condition contrasts with more advanced SEZs such as Mandalika and Tanjung Kelayang, where collaborative and multi-level governance models have been more effectively applied. In Mandalika, for instance, disaster risk management efforts involved joint initiatives between national tourism authorities and local communities, highlighting inclusive stakeholder engagement and shared decision-making processes (Putera et al., 2025). Similarly, Gasco-Hernandez et al. (2022) illustrate how smart tourism development in complex territorial settings necessitates multi-level collaboration that spans across governmental tiers and institutional domains.

These comparative cases underscore the governance gaps observed in Tanjung Lesung, particularly the lack of effective horizontal and vertical coordination mechanisms. Wong & Lai (2022) further argue that successful tourism recovery—especially in post-crisis contexts—depends on building trust and cross-sector collaboration, emphasizing the need for a governance platform where public, private, and community actors can jointly engage in policy-making and implementation.

Theoretically, these findings reinforce current discourses on tourism governance and regional economic development, which emphasize the importance of stakeholder synergy, policy alignment across government levels, and grassroots empowerment. Within the Indonesian context, such principles remain crucial yet underdeveloped. Mahrinasari et al. (2024) identify fragmented coordination and inconsistent policy execution as key impediments to tourism advancement. In line with this, Liu et al.

(2025) highlight the importance of governance quality and institutional capacity in enabling effective localized strategies.

Altogether, these insights confirm that the success of SEZ development relies not only on infrastructure and investment but fundamentally on the coherence of regulatory frameworks and the extent to which authority and responsibility are delegated to local governments. Such a foundation is essential to foster sustained collaborative governance across all sectors and levels.

4. CONCLUSION

This study critically explored the role of local government in the tourism development of the Tanjung Lesung Special Economic Zone (SEZ), focusing on five key functions: regulator, facilitator, coordinator, motivator, and dynamizer. The interpretative analysis revealed that while the local government holds a strategic position in driving SEZ development, its performance across these roles remains constrained. Regulatory authority is still largely centralized, leading to delays and inconsistencies in the permitting process. Coordination among local agencies lacks integration, which weakens program synergies. Budget limitations and insufficient innovation hinder the government's facilitative and stimulative capacities, while low levels of community participation reduce the potential impact of empowerment and motivation programs.

These findings align with broader theoretical frameworks on tourism governance and regional development, which emphasize multi-level collaboration, stakeholder synergy, and decentralized authority as prerequisites for sustainable SEZ progress (Dinh et al., 2025; Rocca & Zielinski, 2022). By mapping and assessing these governance gaps, this study offers a deeper understanding of the challenges faced by local governments in managing complex, multi-sectoral development zones. From a theoretical perspective, it advances the discourse on SEZ tourism governance by showing that the effectiveness of multi-level and collaborative governance depends not only on decentralization and stakeholder synergy but also on integrating sustainable funding mechanisms and destination branding strategies into governance frameworks. This refinement to existing models incorporates financial and promotional dimensions, providing a more context-specific approach to evaluating SEZ development in Indonesia. Strengthening local governments through institutional support, policy coherence, and participatory mechanisms is therefore essential to achieving effective and inclusive SEZ development.

Despite its contributions, this study has certain limitations. The analysis primarily draws on data from selected local government agencies—Bappeda, the Department of Tourism, DPMPSTP, PUPR, and PDAM—thus reflecting mainly an institutional perspective. While this provides in-depth insight into administrative and policy-level dynamics, it may not fully capture the broader ecosystem of stakeholders, including local communities, tourism entrepreneurs, civil society, and investors. Consequently, the findings primarily reflect a governmental perspective, potentially limiting the generalizability of the results beyond the institutional level.

Future research should incorporate a wider range of stakeholder voices—particularly

community members, private sector actors, and independent tourism operators—to gain a more comprehensive understanding of tourism governance in SEZ contexts. Comparative research across multiple SEZs in Indonesia, such as Mandalika, Batam, or Tanjung Kelayang, would also provide valuable benchmarks for identifying best practices and systemic challenges. In addition, employing mixed methods that combine qualitative fieldwork with quantitative performance indicators could further validate and enrich the analysis of governance effectiveness in special economic zones.

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