



Regulatory Model for Tourism Villages in Forest Areas Based on Sustainable Tourism

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Article	Abstract
Keywords: Tourism Decentralisation; Tourism Policy; Sustainable Tourism; Sustainability. Article History Received: Nov 12, 2024; Reviewed: Nov 17, 2024; Accepted: Apr 11, 2025; Published: Apr 17, 2025.	<i>This study aims to analyse the factors hindering the implementation of sustainable tourism-based regulations in forest area tourism villages and identify the challenges faced by the Tourism Office and tourism managers in achieving sustainable tourism. This study adopts an empirical legal methodology, incorporating primary and secondary data. Primary data was acquired by conducting firsthand observations, comprehensive interviews, and dialogues with pertinent parties, including tourism managers and government officials. Secondary data was collected from legal documents, regional regulations, and government reports. The findings indicate three key factors contributing to ineffective management: (1) an inadequate legal framework lacking clear references to sustainable tourism and ecological justice, (2) weak coordination between Disparpora and Perhutani, leading to poor oversight and synergy, and (3) limited public awareness and weak law enforcement. Additionally, challenges such as minimal community participation, labour and budget constraints, insufficient protection of premium tourism products, and the limited contribution of tourism revenue hinder sustainable tourism implementation. Disparpora and Perhutani have initiated stakeholder engagement, outreach programs, and training sessions to address these issues. However, stronger legal frameworks, improved institutional collaboration, and increased public awareness are essential to achieving sustainable tourism in forest area tourism villages.</i>



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INTRODUCTION

Regional autonomy is a governmental reaction to diverse community requests concerning state and administrative governance. It denotes the advancement of democratic governance in a nation, mirroring the populace's demand for enhanced and more accountable services. One approach to achieving efficient and responsive

governance is through regional autonomy. Article 1, paragraph (6) of Law Number 23 of 2014 concerning Regional Government defines regional autonomy as the right, authority, and responsibility of autonomous regions to rule and oversee governmental matters and the interests of regional populations within the context of the Unitary State of the Republic of Indonesia.

This clause facilitates the transfer of responsibility from the central government to regional governments in multiple governmental matters, including tourism administration. Article 12, paragraph (3), subsection (b) of Law Number 23 of 2014 concerning Regional Government indicates that tourism is a concurrent governmental responsibility, empowering regional governments to develop strategies for managing tourism within their jurisdictions. One key aspect of this is the establishment of tourism settlements, wherein villages are authorised to oversee and cultivate their inherent tourism potential. This program aspires to diversify local economies, increase the income of underdeveloped areas, and support the achievement of the Sustainable Development Goals (SDGs) (United Nation, 2020).

Karanganyar Regency is home to 23 tourism villages, each featuring natural tourist attractions (DTW) in forest areas (Dinas Kepemudaan, 2000). The management of forest-based tourism in Karanganyar Regency reflects a collaborative endeavour between tourism operators and Perum Perhutani (State Forestry Public Corporation) to utilise environmental services. This partnership also extends to several tourist attractions within the tourism villages. The management of these areas aligns with Karanganyar Regency Regional Regulation Number 1 of 2024 concerning Tourism Villages, Regional Regulation Number 8 of 2016 concerning Tourism, and Regional Regulation Number 6 of 2016 concerning the Karanganyar Regency Tourism Development Master Plan for 2016–2026. These regulations present an interesting case that may support further study in tourism decentralisation.

However, their implementation has not adequately resolved the challenges associated with sustainable tourism management, as stipulated by Law Number 10 of 2009 concerning Tourism, Regulation of the Department of Tourism and Creative Economy Number 9 of 2021 concerning Guidelines for Sustainable Tourism Destinations, and Minister of Environment and Forestry Regulation Number 13 of 2020 concerning the Development of Natural Tourism Facilities and Infrastructure in Forest Areas. Furthermore, sustainable tourism emphasises sustainable environment, cultural and social dimensions, and the welfare impacts on the surrounding community (Tamrin, 2021), exerting a beneficial influence on the surrounding environment, perceptible both presently and in the future (Lane, 1993). Evidence of ongoing issues in the administration of ecotourism in Karanganyar Regency's forest areas highlights the need for further policy evaluation and refinement.

First, Article 3 of the Tourism Regulation states that sustainable tourism must consider the needs of the present generation while safeguarding the interests of future

generations (Fadli et al., 2023). However, it does not clarify key sustainability principles, including sustainable management, socio-cultural, economic, and environmental sustainability, which form the foundation of sustainable tourism. Second, the Karanganyar Regency Tourism Development Master Plan Regulation outlines sustainability as a core vision in Article 3, paragraph 1. Article 4 emphasises the prioritisation of environmentally friendly tourism development, while Article 44, paragraph 2, states that sustainable tourism should balance economic, socio-cultural, and conservation objectives. However, the regulation lacks concrete steps and measures for implementing these principles.

Third, Regulation of the Minister of Tourism and Creative Economy (henceforth referred to as Permenparekraf) Number 9 of 2021 concerning Guidelines for Sustainable Tourism Destinations identifies essential aspects of sustainable tourism development, such as governance structures, stakeholder involvement, environmental pressure management, local economic benefits, cultural heritage protection, natural conservation, resource and waste control, and emission regulation. However, Article 49 of the Regional Tourism Master Plan, which details tourism development indicators for the 2016–2026 period, does not include indicators related to sustainable tourism principles. The three Regional Regulations fail to address conservation of natural heritage, resource management, and waste and emission management. Based on the Regulation of the Regent of Karanganyar Number 11 of 2023 concerning the Regional Development Plan of Karanganyar Regency for the Years 2024–2026, data from 2018–2022 shows a decline in waste management performance, with handled waste decreasing from 76% in 2021 to 74% in 2022. Additionally, no clear indicators or parameters exist to assess whether tourism aligns with sustainability principles as outlined in Permenparekraf Number 9 of 2021. The absence of monitoring and evaluation mechanisms further hinders measures to ensure sustainable tourism management. Moreover, there are no regulations for evaluating, rehabilitating, and preserving cultural assets encompassing heritage structures and cultural landscapes. The Indonesian government must mitigate the risks associated with tourism in high-risk regions (Sari et al., 2024).

Fourth, Regional Regulations should reflect local characteristics and actual conditions. Karanganyar Regency currently has 29 tourism villages and 84 tourist destinations, including 29 natural attractions, some of which are located in forest areas, such as Sakura Hills, Lawu Park, Bukit Sekipan, Tenggir Park, Grojogan Sewu, and Pringgodani (Pesona Karanganyar, n.d.). Therefore, the Regional Regulation should also align with Regulation of the Ministry of Environment and Forestry Number 13 of 2020 concerning the Development of Natural Tourism amenities and Infrastructure in Forest Areas, which provides explicit technical directives for the building and maintaining tourism amenities and infrastructure inside forested regions.

Beyond these normative issues, another significant challenge lies in power distribution between the central and regional governments. The management of tourism villages in forest areas falls under two overlapping jurisdictions: the central government—through the Ministry of Environment and Forestry—and the regional government Disdikpora (Education, Youth, and Sports Agency). This division highlights the ongoing reality that the tourism industry prioritises economic aspects over social, cultural, and environmental sustainability, in opposition to the tenets of sustainable tourism. Sustainable tourism is a crucial foundation for developing destinations (Saputra, 2024). The application of sustainable tourism principles in tourism management is essential, as tourism is a key driver of the economy with profound societal impacts—both positive and negative. Therefore, tourism management must adhere to sustainability principles to ensure that the 12 core objectives of sustainable tourism, established in 2005 through the United Nations Environment Program and the World Tourism Organization, are met. These objectives incorporate economic sustainability, community welfare, quality employment, social equality, visitor satisfaction, local governance, community well-being, cultural heritage preservation, physical integrity, biodiversity conservation, resource efficiency, and environmental purity (Syapriallah & Shehab Shyyab, 2025). Indonesia proclaims itself as a nation committed to sustainable development. Nevertheless, all government policies do not explicitly reflect sustainable development goals, especially concerning environmental matters (Karjoko et al., 2022).

Research on the regulation of tourism villages in forest areas based on sustainable tourism has not been conducted. However, related studies in the broader field of tourism villages are widely available. The state-of-the-art research in this area is demonstrated by, first, a study titled 'Green Tourism Regulation on Sustainable Development: Droning from Indonesia and China' (Jaelani, Hayat, et al., 2023). The global focus has progressively shifted towards sustainable development, which includes the realm of green tourism. Indonesia and China are two nations dedicated to the Sustainable Development Goals and eco-friendly tourism. Nonetheless, it is unclear if the legal structure governing green tourism in both nations has attained comprehensiveness and the degree of efficacy in its execution.

Second, a study titled 'Artificial Intelligence Policy in Promoting Indonesian Tourism' (Jaelani, Luthviati, et al., 2024) investigates the concerns about artificial intelligence policy's function in advancing Indonesia's digital tourism. Third, 'Land Reform Policy in Determining Abandoned Land for Halal Tourism Destination Management Based on Fiqh Siyasah' (Jaelani, Rabbani, et al., 2024) examines land reform laws that designate abandoned land for the management of halal tourism sites according to Fiqh siyasah. Fourth, 'Halal tourism sector and tax allowance policy, a case study observed from normative problems to effective implementation' (Jaelani, Luthviati, et al., 2023) indicates that the government has implemented various tax

allowance policies to stimulate the Indonesian tourism sector. However, examining whether the tax allowance policy can enhance the tax and tourism revenue in the halal tourism sector in West Nusa Tenggara is crucial. Fifth, another relevant study, 'The Policy of Sustainable Waste Management Towards Sustainable Development Goals' (Budiman & Jaelani, 2023), focuses on sustainable waste management and the implementation of a waste management platform known as Waste Bank, which local organisations in Lombok, Indonesia are promoting.

This study's originality lies in its implementation of sustainable tourism principles for the governance of tourism communities in forested regions, specifically in Karanganyar Regency. This study aims to create a regulatory model for tourism villages according to sustainable tourism, focusing on compliance with Permenparekraf Number 9 of 2021. This regulation establishes guidelines for sustainable tourism destinations, encompassing sustainable management, economic, socio-cultural, and environmental sustainability. Additionally, Regulation of the Minister of Environment and Forestry Number 13 of 2020 pertains to the development of natural tourism facilities and infrastructure within forest areas. This study also contributes to efforts to enhance economic growth, aligning with Sustainable Development Goal (SDG) 8.

Based on these issues, the research formulates two research questions: (1) Why is the regulation of tourism villages in forest areas of Karanganyar Regency not yet based on sustainable tourism? (2) What obstacles do the Tourism Office and tourism managers in forest areas of Karanganyar Regency face in achieving sustainable tourism? This study aims to explain, analyse, and identify the factors hindering the implementation of sustainable tourism-based regulations for tourism villages in forest areas. It also seeks to explore the challenges the Tourism Office and tourism managers encounter in realising sustainable tourism within these areas.

METHOD

This research constitutes an empirical legal study employing both primary and secondary data. Primary data is obtained directly from sources by empirical observations at the research site, including interviews and in-depth observations with respondents and relevant experts. The study adopts a socio-legal research approach, which examines people's perceptions and legal behaviour—both individuals and legal entities—in the real world (Sabian Utsman, 2013). The socio-legal approach is applied to analyse the regulation of sustainable tourism-based tourism villages in the forest areas of Karanganyar Regency. This analysis is based on the Tourism Law, Permenparekraf Number 9 of 2021, and the Regulation of the Minister of Environment and Forestry (henceforth referred to as Permen LHK) Number 13 of 2020, which serve as delegated regulations for achieving sustainable tourism. The study also explores social phenomena related to the management of sustainable tourism-

based tourism villages, focusing on community compliance, the role of implementing institutions, public participation, and the involvement of legal entities in enforcing these regulations

RESULTS AND DISCUSSION

The Contributing Factors to the Lack of Sustainability Principles in Tourism Village Regulations in Karanganyar's Forest Areas

1. Legal Substance

According to Jimly Asshiddiqie, the development of legal norms follows a four-tier hierarchy: (i) the Constitution, (ii) legislative acts (laws), (iii) primary delegated regulations, and (iv) sub-delegated regulations. This system, known as the functional hierarchy, differs from the formal structural hierarchy proposed by Hans Kelsen and Hans Nawiasky (Asshiddiqie, 2020). While formal hierarchy ranks legal norms by law, functional hierarchy is based on the delegation of regulatory authority. Though law underpins both systems, only the formal hierarchy explicitly defines norm superiority, whereas functional hierarchy governs authority delegation to regulatory bodies.

A key regulation implementing the Tourism Law, particularly regarding sustainable tourism, is Permenparekraf Number 9 of 2021. Although regional regulations hold a higher status than ministerial regulations (Pratama et al., 2022), the substance of regulations on tourism, including sustainability principles, must align with Permenparekraf Number 9 of 2021. In Karanganyar Regency, tourism management is governed by Regional Regulation Number 8 of 2016 (Tourism), Regional Regulation Number 6 of 2016 (Tourism Development Master Plan 2016–2026), and Regional Regulation Number 1 of 2024 (Tourism Villages). The regency promotes community-based tourism, fostering economic, social, and cultural growth while ensuring environmental sustainability. With 25 tourist villages across multiple sub-districts, its success depends on aligning regional regulations with the broader legal framework for sustainable tourism. However, certain provisions fail to reflect ecological justice, particularly in regulating tourist villages in forest areas. Distributive justice requires equitable distribution of environmental benefits and risks, ensuring sustainable management and fair access to resources.

This highlights the unequal distribution of environmental burdens, such as pollution and habitat degradation, on non-human life. Ecological justice seeks a fair allocation of resources and ecological processes, ensuring all life forms can exist simultaneously and thrive (Pineda-pinto et al., 2021). A policy framework integrating ecological justice into governance is essential to uphold this principle. John B. Cobb Jr. asserted that government policies must balance economic and environmental aspects. Because all human activities and needs will be met along with population growth, control must be applied to all human activities when using natural resources. Therefore, to avoid pollution and environmental damage, all human activities must be controlled when using natural resources (Nugraha et al., 2021). Sustainable tourism

management inherently includes ecological justice, yet key issues persist, particularly in waste management and carrying capacity. The fundamental principles of sustainable tourism development are the ecological sustainability of the environment in which the tourist attraction is located and the preservation of the community's social culture (Julianti & Pinpak, 2024)(Sukardi, S., et. al, 2022). The Regional Regulation lacks clear visitor limits, failing to prevent overtourism, a major threat to sustainability. Strategic measures are needed to mitigate the impact (Sutanto & Setiadi, 2020) of the rapid expansion of the tourist sector in Indonesia. Indonesia possesses remarkable natural resources and significant tourism potential for development. This potential includes human resources, historical assets, and natural resources (Jaelani et al., 2020). Furthermore, waste management remains unaddressed, with waste indicators declining from 76% in 2021 to 74% in 2022 (Peraturan Bupati Karanganyar Nomor 11 Tahun 2023 Tentang Rencana Pembangunan Daerah Kabupaten Karanganyar Tahun 2024-2026).

Permenparekraf Number 9 of 2021 outlines essential sustainability indicators. Article 49(1) and (2) of the Regional Tourism Master Plan Regulation states that regional tourism development program indicators are detailed in the appendix. However, the appendix largely mirrors the regulation's articles, failing to provide concrete program details. Key aspects ensuring socio-cultural, economic, management, and environmental sustainability remain unclear. A major issue is Article 13(2) of the Tourism Village Regulation, which lacks a clear mechanism for re-evaluating tourism village feasibility. This has led to unsustainable tourism village management in Karanganyar Regency, highlighting the need for regulations ensuring long-term sustainability. Additionally, Article 2 does not specify that tourism village development should focus on local wisdom, leading to misinterpretations. Article 33(f) and (g) mention facilitating Intellectual Property Rights (IPR) applications with a lack of clear guidelines, leaving many tourism village products, like Wonorejoelox coffee, without IPR protection (Peraturan Daerah Kabupaten Karanganyar Nomor 8 Tahun 2016 Tentang Penyelenggaraan Kepariwisataaan, 2016).

The appendix to the Regional Tourism Master Plan Regulation, as referenced in Article 49(1) and (2), outlines indicators for regional tourism development. However, it mirrors the regulation's provisions without detailing specific sustainable tourism indicators. Karanganyar Regency's regulations lack a strong foundation in sustainable tourism, offering minimal protection (Prastyanti & Srisuk, 2025) for local tourism products. For example, the Wonorejoelox Tourism Village community produces coffee but cannot legally sell it due to the absence of legal permits, trade licences, Home Industry Product (PIRT) certification, and halal certification. The Disarpura only facilitates product naming within the creative economy sector, failing to support essential certification. Despite producing over one ton per harvest, the community, represented by Mas Imam (Wonorejo Tourism Awareness Group), has requested

government assistance for certification and legal recognition as a traditional Wonorejo souvenir. This highlights the lack of geographical indication protection in Karanganyar's tourism regulations. The DJKI website lists no protected products from the region, despite geographical indications being crucial for recognising and legally safeguarding local products.

The regulation of unsustainable tourist villages is based on Permenparekraf Number 9 of 2021, outlining four criteria for sustainable tourism destinations, including sustainable management. This requires periodic monitoring and reporting on environmental, Social, cultural, tourism, and human rights concerns, together with appropriate effect mitigation strategies and financing. The need for Indonesia to always carry out disaster mitigation so that it does not happen again is a form of state responsibility in preserving nature (Arum et al., 2021). However, research indicates that Disparpora's monitoring is limited to tracking visitor numbers, with no structured schedule. Stakeholder involvement is also lacking—interviews in Tawangmangu and Kalisoro Villages revealed that village heads were uninformed about tourism activities, and residents had minimal participation. Only tourism managers, LMDH (Forest Village Community Organisation), and Pokdarwis (Tourism-Aware Community) are involved, while broader community engagement remains absent.

The Ministerial Regulation mandates business certification standards for tourism actors, yet only hotels comply. Tourism managers lack certification, leaving visitors vulnerable to misleading claims. Although Disparpora encourages certification, the cost remains an issue, and enforcement is ineffective. Sustainable tourism aims to reduce environmental damage, such as pollution, ecosystem damage, and biodiversity loss), promote resource conservation, and empower local communities through employment, education, and training. It also preserves cultural heritage, keeping tourism economically viable and environmentally and socially responsible (Aidonojie et al., 2025).

2. Legal Structure

The legal structure is an entity established by the legal system to facilitate its operations (Tingting Duan, Xue Yang, 2023). It serves as a criterion for evaluating how the legal system delivers services in compliance with regulations. In constitutional law, the legal framework includes institutions responsible for legislative, executive, and judicial functions (Hilmawan et al., 2023). State administrative law is limited to executive institutions at central and regional levels. At the central level, executive institutions include the president, vice president, ministries, and non-ministerial government institutions (LPNK). They include the governor, regent, and mayor at the regional level. Philipus M. Hadjon explains that authority stems from three sources: attribution, delegation, and mandate. Attributive authority arises from constitutional power division, while delegation and mandate derive from delegated authority (Hadjon, 2008).

The Karanganyar Regency Government receives delegated jurisdiction from the central government to manage specific government affairs, including tourism. According to Article 12(3)(b), tourism is classified as a Concurrent Government Affair, granting regional governments the authority to develop tourism policies. The Karanganyar Regency Tourism, Youth, and Sports Office (Disparpora) manages tourism under delegated authority. This reflects the division of power as established by statutory regulations, where the execution of attributive authority falls on designated officials or agencies. Applying Philipus M. Hadjon’s theory of authority, Perum Perhutani operates under delegative authority. Article 3 of Government Regulation 72/2010 assigns Perum Perhutani the responsibility of managing state forests in Central Java, East Java, West Java, and Banten, excluding conservation forests, under sustainable forest management and corporate governance principles.

Interviews reveal that forest tourism management in Karanganyar Regency, including New Sikpan, Pleseran Camping Ground, and Wonomakmur Camping Ground, involves state forests managed by Perum Perhutani in collaboration with local communities, LMDH, and CVs. The division of authority can be outlined as follows:

Table 1. Authority for Management of Forest Area Tourism (New Sikpan, Pleseran Camping Ground, and Wonomakmur Camping Ground) Karanganyar Regency

Aspect	Perhutani's Authority	Regional Government Authority
Forest Management	Managing production and protected forests	No direct authority
Utilisation of Forest Tourism	Developing ecotourism with permission from KLHK	Providing tourism business permits and supporting tourism development
Forest Utilisation Permits	Have permission from KLHK for management	No direct licensing authority
Environmental Monitoring	Responsible for forest sustainability	Monitoring the impact of tourism and economic activities in forest areas
Cooperation with the Community	Facilitating Social Forestry programs	Supporting economic empowerment of communities around forests

Source: Author's, 2025.

The Table underscores the importance of a well-structured framework for the effective implementation of policies. A strong institutional structure requires clear regulations, inter-agency collaboration, and efficient mechanisms to execute policies effectively. In Karanganyar Regency, managing sustainable tourism in forest areas

demands the involvement of multiple government authorities and stakeholders. However, the legal framework reveals gaps—regional agencies (Disparpora), tourism village and forest area managers, and business entities (Perum Perhutani) have not fully performed their supervisory responsibilities, while intersectoral coordination remains weak.

Disparpora cannot work in isolation for sustainable tourism development. Collaboration with other agencies, such as the Environmental Agency (DLH), is essential to ensuring ecological justice and environmental sustainability. Additionally, strong partnerships with Perum Perhutani and community organisations like LMDH and Pokdarwis are crucial for effectively managing forest-based tourism villages. The structural framework highlights that building sustainable tourism villages requires robust governance institutions that serve as both support systems and catalysts for sustainable tourism growth (Hardiyanti & Diamantina, 2022). The structural components show that to build a tourist village based on sustainable development, good institutions, especially governance institutions as supporting elements and stimulants, are required to encourage village tourism development. The central and local governments must enforce laws and regulations to protect forests for environmental balance and the sustainability of living beings in the future (Saputro et al., 2021).

3. Legal Culture

Legal culture reflects society's understanding and integration of legal norms in everyday life. It encompasses mindsets, values, beliefs, and behaviours regarding the law, including respect for, adherence to, and enforcement of regulations. In Karanganyar Regency, the governance of tourist developments in forested regions lacks a solid foundation in sustainable tourism principles due to several factors.

First, tourism managers in forest areas lack specialised knowledge of forestry. Since forests are delicate ecosystems with multiple functions, their mismanagement threatens environmental sustainability. Without competent personnel or effective policy implementers, sustainable tourism goals remain unfulfilled, particularly in environmental conservation. Second, community awareness of sustainable tourism is limited. Data shows that Karanganyar Regency has 25 Tourism Villages, categorised as 20 pioneering, five developing, and none advanced. Misconceptions persist, including the belief that a tourist village must centre on attractions rather than its unique cultural and environmental attributes. Additionally, many tourism village administrators are unaware of Permenparekraf No. 9 of 2021 (sustainable tourism standards) and Permen LHK No. 13 of 2020.

Third, Disparpora has not been firm in imposing sanctions. Article 33 of the Karanganyar Regency Tourism Village Regulation mandates re-evaluation of tourist villages every four years. However, villages that fail to meet the sustainability criteria face no penalties, such as status revocation. Similarly, businesses lacking certification

standards should receive warnings or permit revocations, but enforcement is slow due to bureaucratic hurdles and economic considerations. Preventing the implementation of state power from violating legal provisions requires law enforcement (Astariyani et al., 2024). The state administration has the authority to correct violations by imposing administrative sanctions (Susanto, 2019). This shows that the moral principle of Congruence between declared rule and action taken by authorities has not been fulfilled (Kramer, 2011).

The failure to enforce sustainable tourism policies highlights a deeper issue in legal culture—the gap between laws on paper and actual implementation. Without a strong legal culture among officials and communities, even the most well-designed policies will be ineffective. Disparpora must establish a robust framework for monitoring, evaluation, and sanctions to ensure effective enforcement, aligning legal principles with administrative action.

The Challenges in Implementing Tourism Village Regulations for Sustainable Tourism in the Karanganyar Regency Forest Area

a. Limited Community Involvement in Tourism Village Management

Tourism management should adhere to sustainable tourism principles to achieve the 12 primary objectives established in 2005 by the World Tourism Organization and the United Nations Environment. One key objective is local governance, which emphasises engaging and empowering local communities to participate in strategic preparation and decision-making for tourist development in collaboration with other stakeholders. Active community participation is essential for sustainable tourism in forest-region settlements. However, engagement in the Wonorejoelox Tourism Village has been suboptimal, hindering efforts to establish a successful tourism village.

Community participation in tourism governance can be analysed using Sherry Arnstein's "Ladder of Citizen Participation" (Arnstein, 1969), which categorises involvement into three levels: non-participation (manipulation and therapy), tokenism (informing, consultation, and placation), and genuine citizen power (partnership, delegated power, and citizen control). Based on interviews, data collection, and field observations, community participation in managing Wonorejoelox Tourism Village and Buper Pleseran tourism sites remains at the placation stage—where participation is minimal, and decision-making power is concentrated among elites. While the public can propose ideas, authorities ultimately determine their viability.

This limited involvement is reflected in tourism planning processes, where bidirectional communication exists, but government bodies still dominate decision-making. While organisations like Pokdarwis and LMDH play a role, broader community benefits remain limited, and the general public has yet to experience the full impact of tourism village initiatives. Therefore, to address the interests of all parties sustainably and fairly, it is very important to adopt a participatory and collaborative approach when planning and implementing programs (Putri & Ehsonov, 2024), and

the importance of socialising sustainable tourism will be useful for the community and managers so that the management and development of tourism in the Village can provide sustainable impacts in the economic, environmental and socio-cultural fields (Juliana et al., 2023).

b. The Challenges in Human Resources, Funding, and Infrastructure

Edward emphasised that resources are crucial for policy implementation, serving as key components in executing public policy. Human resources, fund allocation, and the necessary equipment are crucial for the success of sustainable tourism in forest areas. Interviews with Disparpora, Perum Perhutani, and tourism managers highlight significant challenges in managing tourism villages within forest areas, particularly due to a lack of expertise in sustainable tourism management and forest ecosystems. Human resources are described as individuals with potential, qualities, and skills. (Salsabila & Fauzi, 2021). Tourism managers often lack the qualifications to understand forest ecosystems, raising concerns about potential environmental damage, such as deforestation and land degradation. Past incidents in Lawu Park, including the use of excavators for tree felling, underscore these risks. Interviews with tourism managers indicate that their current focus is predominantly on economic gains rather than long-term sustainability.

Edward also stressed that, beyond human resources, financial resources are essential for effective policy implementation. The success of any policy (Irawan et al., 2025) depends not only on the availability of funds but also on their proper allocation and utilisation. In 2023, Karanganyar Regency’s regional budget amounted to 2,405.7 billion rupiah, with 0.54% (Rp. 12,401,377,489) allocated to tourism and culture and 1.03% (Rp. 23,684,714,409) to environmental management. The realisation of the tourism and cultural sector budget reached 91.35%. According to Regional Regulation No. 4 of 2024, part of Karanganyar Regency’s Long-Term Development Plan (2025–2045), the management of tourism settlements continues to face budgetary constraints. Funding for tourism settlements in forest areas may come from government allocations, private contributions, or commercial investments. However, these sources remain limited, posing a challenge to sustainable tourism development.

Table 2. Differences in Budget Sources for DTW Management

Tourist Destination	Budget Source
New Sekipan	Private investors
Wonomakmur Camping Ground	Village Fund
Pleseran Camping Ground	Community group personal funds

Source: Author’s interview results, 2025.

The Table above highlights that variations in budget sources stem from differences in DTW (tourist destination) management. New Sekipan is managed by a private company (CV); Pleseran Camping Ground is independently run by a community group and is not affiliated with a tourist village, while Wonomakmur Camping Ground falls under the jurisdiction of LMDH and is integrated into a tourist village. According to Permendesa No. 13 of 2023, which provides operational guidelines for utilising village funds in 2024, priority sector programs include financial support for superior product capital, which can be allocated for developing tourist villages. However, in practice, financial constraints persist. For instance, Buper Wonomakmur, located within Wonorejo Tourism Village, struggles with limited funding. Unlike New Sekipan and Buper Pleseran, which have seen significant infrastructure and facility improvements, Buper Wonomakmur's progress has been slow. This is primarily due to its reliance on village funds not specifically designated for tourism management in Wonorejo Village. Additionally, budgetary limitations in forest-based tourism communities are exacerbated by bureaucratic delays and overlapping jurisdiction between national and provincial governments.

Beyond human and financial resources, equipment is also a critical factor in policy implementation. Edwards contends that physical infrastructure is essential to the execution process. The findings indicate that public amenities—such as restrooms, prayer rooms, counters, parking areas, and accessibility—are adequately provided in New Sekipan and Pleseran Camping Ground. In contrast, Wonomakmur Camping Ground lacks sufficient public facilities, including counters and prayer rooms, and has limited accessibility.

An assessment of equipment resources in relation to sustainable tourism principles across the three forest DTWs reveals that all sites face shortages. Additionally, none of the three destinations have adopted eco-friendly technologies. Their amenities remain underdeveloped compared to investor-backed destinations like Lawu Park and Sakura Hills, which offer more engaging attractions. These limitations primarily stem from budget constraints, as the three DTWs are still in the early stages of development and are managed by community organisations.

c. Insufficient Protection for Key Tourism Products

Regional Superior Products (PUD) are often linked to natural resources, agricultural heritage, and local artisanal crafts. Protecting (Andini et al., 2025) and promoting (Mukhlishin et al., 2025) these products can significantly boost the local economy. According to Article 33, letters f and g of Karanganyar Regency Regional Regulation No. 8 of 2016 concerning Tourism Implementation, this rule requires developing and safeguarding micro, small, and medium companies (MSMEs) and cooperatives within the tourism sector. This is achieved by implementing policies that reserve tourism opportunities for these entities, fostering partnerships between

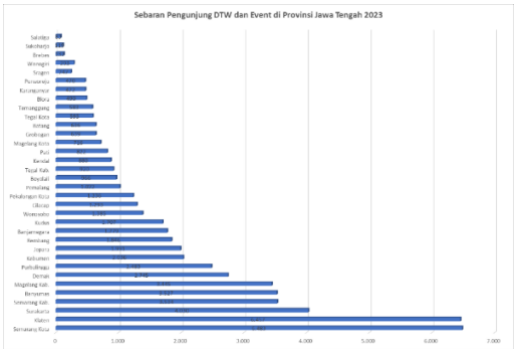
MSMEs and larger businesses, and assisting the community in securing intellectual property rights (IPR).

However, field observations and interviews with tourism village managers reveal that several prominent local tourism products remain unregistered for intellectual property rights. For instance, New Sekipan produces coffee through a cooperative operating in forest areas managed by Perhutani, yet it lacks a trademark and intellectual property rights, limiting its marketability. A similar situation exists in Wonorejo Tourism Village, where a leading coffee producer in Jatiyoso Village struggles to compete in the market due to the absence of IPR registration and halal certification. Therefore, it is necessary to understand the regulations on halal product guarantees to avoid getting caught up in the paradigm and claims of a product's halalness (Esfandiari & Al-Fatih, 2022). Besides, education about halal certification and its administration procedures is very much needed, especially for producers, and generally provides legal certainty for consumers (Al-Fatih et al., 2022).

According to data from the Karanganyar Regency Disarpورا website, out of approximately 43 creative economy products in the craft, fashion, and culinary sub-sectors promoted by the Disarpورا’s creative economy sector, only about six have registered Intellectual Property Rights. Additionally, a review of the DJKI website shows that no outstanding products from Karanganyar Regency have been registered as Geographical Indications (IG). Article 33, letter g, which concerns the facilitation of IPR applications for the community, highlights that many individuals are unaware of these available resources. Interview results further indicate that numerous business operators have not filed for IPR due to financial constraints.

d. The Limited Contribution of Tourism Villages to Karanganyar Regency's Primary Revenue

Graph 1. Distribution of DTW and Event Attendees in Central Java Province 2023

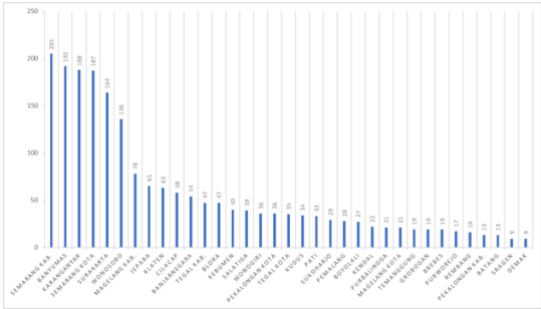


Source: Office of Youth, Sports, and Tourism of Central Java, 2023

The Youth, Sports, and Tourism Office of Central Java Province data shows that Karanganyar Regency receives a relatively low number of visitors, ranking 7th

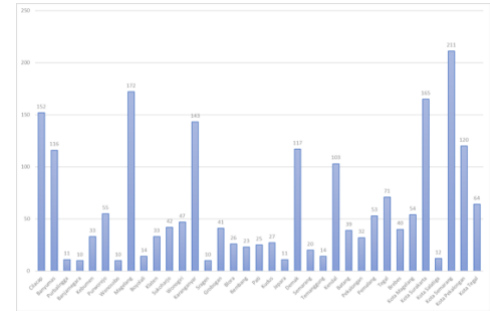
among regencies with approximately 472,000 visitors. Surakarta City, which features 18 tourist attractions, ranks third in visitor numbers for its attractions and events.

Graph 2. Distribution of hotels and other accommodation services



Source: Central Java Province BPS, nd

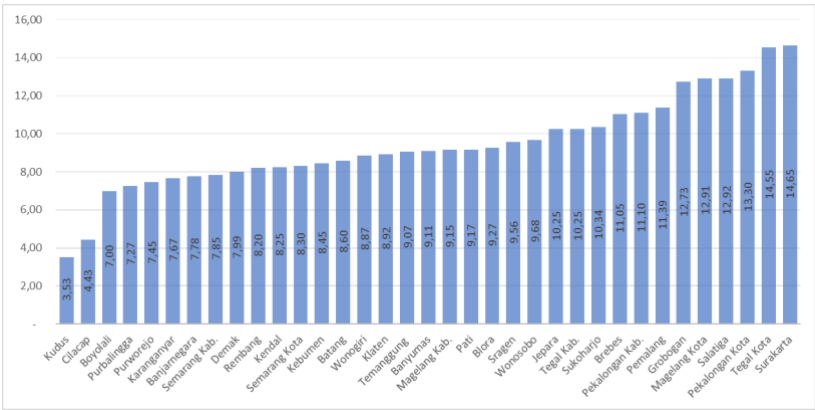
Graph 3. Distribution of Restaurants and Eating Establishments in Central Java Province



Source: Central Java Youth, Sports and Tourism Service, 2021

The research highlights that accommodation and hotel services are crucial in supporting tourism. Quality lodging is essential for enhancing the overall travel experience, providing tourists with comfortable and convenient places to stay. Data shows that Karanganyar Regency ranks third in terms of accommodations, offering 188 lodging options, including 12 star-rated hotels and 176 alternative lodgings. Additionally, the regency is home to 143 restaurants and eateries, ranking fifth in Central Java as a significant contributor to tourism activities.

Graph 4. Contribution of the Tourism Sector to the Gross Regional Domestic Product of Regencies/Cities in Central Java Province 2022-2023



Source: Central Java Province BPS, 2023

The image above indicates that in 2023, the tourism industry's contribution to the economy of each district or city varies from 3 per cent to 15 per cent. The tourism

sector in Karanganyar Regency contributes 7.67 per cent to the Gross Regional Domestic Product (GRDP), indicating that the district's tourism potential remains underutilised, resulting in a relatively minor contribution to tourism in Central Java province.

The interview results indicated that not all DTWs in Karanganyar Regency contributed to the Regional Original Income (PAD) via taxes. Regional levies constitute a primary source of regional revenue, serving as a financial mechanism for executing governmental and regional development initiatives to enhance and equalise community welfare. Levies play a significant role in executing regional autonomy to achieve local revenue. An increase in regional retribution receipts correlates with an increase in regional original income (Giyatmoko et al., 2023).

In addition, problems in tourism management within protected areas are exemplified by the closure of HIBISC and Eiger Adventure Park located in Puncak, Bogor. The closure was due to Hibisc Fantasy, managed by PT Jaswita Lestari Jaya (JLJ), a West Java regional-owned enterprise (BUMD) subsidiary, which initially had permission to manage 4,800 square meters of land. However, the area utilised expanded to approximately 15,000 square meters without legal authorisation (jpnn.com, 2025). Meanwhile, Eiger Adventure Land operated under the Edict of the Minister of Environment and Forestry (LHK) issued in 2019, granting a licence to provide nature-based tourism facilities within the utilisation zone of Mount Gede Pangrango National Park. Nevertheless, Governor Dedi Mulyadi questioned the licensing process and highlighted the land-use change that had occurred (Kompas.com, 2025). This indicates violations of spatial and environmental regulations, including encroachment into water catchment zones and designated green areas. Consequently, tourism management must be rigorously directed by the rules and regulations of sustainable tourism development.

The revenue of the Karanganyar Regency Regional Government from tourism levies is exclusively derived from tourism assets owned by the Regional Government, such as Sapta Tirta Pablengan, and from tourism ventures that collaborate in management with the Disparpora, including partnerships with Perhutani for the management of Lawu and Saraswati climbs. Field data indicates that in 2023, the number of tourist visitors was recorded at 395,139 individuals. The visitor count significantly declined from 2022, which recorded 729,272 individuals, due to the exclusion of statistics regarding visits to the Jumog Waterfall tourist attraction in 2023. In the same year, Grojogan Sewu Waterfall recorded the highest number of visitors, totaling 216,044, generating revenue of IDR 4.75 billion. The total tourist attraction levy collected in 2023 amounted to IDR 6.84 billion. It is evident that among the approximately 23 tourism destinations (DTWs) in Karanganyar district that generate Regional Original Income through levies, only 10 DTWs are contributing. This indicates that the 20 and 3 tourism villages have not augmented the Regional Original

Income of Karanganyar district. The increase in the number of tourist attractions should also be accompanied by an increase in PAD (regional own-source revenue) from the tourism sector because tourists will increasingly visit with various choices or alternatives for tourist destinations (Mardianis & Syartika, 2018).

CONCLUSION

The failure to implement sustainable tourism principles in managing tourism settlements within forested regions in Karanganyar Regency stems from issues related to legal substance, structure, and culture. Existing regulations remain broad and do not specifically incorporate sustainable tourism principles, particularly in terms of ecological justice. Additionally, challenges such as weak inter-institutional coordination, limited public awareness, ineffective enforcement of sanctions, minimal community participation, and inadequate protection of superior local products further hinder sustainable tourism efforts. Addressing these issues is crucial, as the inability to uphold social, cultural, economic, environmental, and sustainable management principles prevents the realisation of sustainable tourism in Karanganyar's forest area tourism villages and obstructs the achievement of SDG Target 8. Furthermore, the overlapping jurisdictions between Disparpora and Perhutani in managing tourism villages with designated tourist attractions (DTW) in forest areas lead to authority conflicts and coordination gaps. Therefore, harmonisation between regional agencies responsible for tourism and institutions managing forest utilisation permits in Karanganyar Regency is essential.

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