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Community participation in ecotourism development: betawi cultural village setu babakan

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Abstrak

Perkampungan Budaya Betawi Setu Babakan telah mendapatkan penghargaan Anugerah Desa Wisata 2021 dengan tiga objek unggulan yakni alam, budaya, dan agro. Namun, pedoman pembangunan dan pengembangan kawasan Perkampungan Budaya Betawi pada Peraturan Daerah nomor 2005 dan Peraturan Gubernur nomor 151 tahun 2007 dalam pelaksanaannya, memiliki masalah penyimpangan dari pedoman yang telah ditetapkan. Ada indikasi belum optimalnya penerapan pedoman pembangunan berbasis partisipasi dari pembangunan cluster modern tanpa memiliki ciri dan pola permukiman Betawi. Penelitian ini bertujuan untuk mengevaluasi sejauh mana aspek partisipasi masyarakat, termasuk manfaat ekonomi, keterlibatan dalam pengelolaan, dan pemberdayaan, telah diimplementasikan dalam pembangunan ekowisata di Perkampungan Budaya Betawi Setu Babakan. Penelitian evaluatif ini menekankan pada directed content anlysis berbasis teori untuk menganalisis data temuan kualitatif partisipasi masyarakat dari lapangan, yang kemudian dibandingkan dengan teori prinsip partisipasi masyarakat dalam pembangunan ekowisata sebagai bentuk konsep dari pedoman pembangunan tersebut. Hasil penelitian menunjukkan bahwa kriteria partisipasi masyarakat belum mencapai tingkat penerapan maksimum dalam membangun ekowisata di Kawasan Perkampungan Budaya Betawi Setu Babakan.
Kata Kunci: Partisipasi masyarakat, ekowisata, Setu Babakan.

Abstract

Betawi Cultural Village Setu Babakan was awarded the 2021 Tourism Village Award for its three main attractions: nature, culture, and agriculture. However, implementing development guidelines outlined in Regional Regulation No. 3 of 2005 and Governor Regulation No. 151 of 2007 has faced several deviations from the intended participatory planning framework. One major issue is the development of modern clusters that lack Betawi architectural identity and settlement patterns. This study aims to evaluate the implementation of community participation, including economic benefits, involvement in management, and empowerment, in development of ecotourism at Betawi Cultural Village Setu Babakan. This evaluative research employs a theory-driven, directed content analysis to assess qualitative field data on community participation, which is then compared to theoretical principles of community participation in ecotourism as outlined in the development guidelines. The findings indicate that community participation has not reached its full potential in supporting ecotourism development in the Betawi Cultural Village area.
Keywords: *Community Participation, Ecotourism, Cultural Village, Setu Babakan*

1. INTRODUCTION

Sustainable tourism destinations are increasingly attracting the attention of both domestic and international tourists. The guidelines for sustainable tourism in Indonesia are regulated under the Regulation of the Minister of Tourism and Creative Economy No. 14 of 2016, which aligns with the indicators established by the United Nations World Tourism Organization (UNWTO) and recognized by the Global Sustainable Tourism Council (GSTC). Sustainable destination management and local community economic empowerment are two key components of sustainable tourism destination criteria. According to the Ministry of Tourism and Creative Economy (2024), tourist interest in cultural immersion experiences is projected to grow, reaching 58.97%. Meanwhile, ecotourism or environmentally responsible tourism remains a relevant and popular trend, with surveys showing an interest rate of 46.15%. Increasing environmental awareness has encouraged tourists to choose destinations and tourism activities that emphasize sustainability. The

consistency of these two trends throughout 2023 and 2024 reinforces the direction of national tourism development policies, which are focused on sustainability.

Since the concept was introduced by Hector Ceballos-Lascuráin in 1987, ecotourism has undergone significant conceptual development. The International Ecotourism Society (TIES, 2015) defines ecotourism as "responsible travel to natural areas that conserves the environment and improves the well-being of local people." While traditionally concentrated in rural areas, the growing urbanization has created the need to adapt ecotourism principles to urban environments (Hussain et al., 2019). Similar phenomena have been identified in several Asian cities, where ecotourism practices are adapted to the complexities of urban dynamics (Su et al., 2019). Global trends indicate that cities such as New York and Seoul have adopted urban rewilding concepts, extending the potential benefits of ecotourism to urban societies (Liu & Chamaratana, 2024). In Indonesia, community-based and urban village ecotourism has evolved into tourist destinations that still face challenges in implementing sustainable development practices (Kurniati & Shifa, 2024) as well as fragmented governance, which hinders the potential benefits of ecotourism (Lawasi et al., 2025).

Jakarta, as a metropolitan city with complex social dynamics shaped by diverse migrant ethnic groups, presents a tangible example of these ecotourism challenges. The Betawi community, as the indigenous people of Jakarta, faces the threat of cultural identity loss due to urbanization and modernization (Erwantoro, 2014). However, the Betawi Cultural Village area holds potential to support the Provincial Government of DKI Jakarta's efforts to achieve the Jakarta Global City vision, following the enactment of Law No. 3 of 2022 concerning the relocation of the national capital. The implementation of ecotourism in the Betawi Cultural Village Setu Babakan is governed by Regional Regulation No. 3 of 2005 and Governor Regulation No. 151 of 2007. However, its implementation has not been fully aligned with these development guidelines, with several issues and deviations potentially threatening the cultural values of the area. One of the most prominent issues is the inadequate application of participatory development principles, as evidenced by the proliferation of modern housing clusters that lack the spatial and architectural characteristics of traditional Betawi settlements. Consequently, this indicates spatial fragmentation and the loss of traditional Betawi spatial patterns that once supported connectivity with nature and social interaction, both of which threaten the integrity of the area as a center of Betawi culture.

The limited adaptability of regional regulations to participatory principles within the sustainable development framework calls for further investigation to identify the factors influencing this phenomenon. Challenges related to planning, management, and the application of ecotourism principles reflect a theoretical trend that increasingly emphasizes local participation and aims to balance economic incentives with conservation efforts (Fletcher, 2009) as noted in (Meilani et al., 2019). The future of local communities plays a crucial role in tourism development, as it ultimately seeks to achieve both economic and social empowerment (Pan et al., 2018). The United Nations Environment Programme and the United Nations World Tourism Organization (UNEP & UNWTO, 2019) reinforce this view, emphasizing that community participation is a central pillar in achieving the Sustainable Development Goals in the tourism sector. Global Sustainable Tourism Council (GSTC, 2019) also underscores the importance of community participation through the establishment of responsible management groups, inclusive joint planning programs, and mechanisms to ensure that tourism expenditures directly benefit local economies. The Community-Based Tourism (CBT) development strategy positions local communities as the primary actors in tourism management, aiming not only to stimulate economic growth but also to preserve local cultural resilience and alleviate poverty (Asker, 2010). Community empowerment and local support serve as key mediating factors between tourism development and achieving environmental and social sustainability (Khalid et al., 2019).

Evidence from Indonesia suggests that community readiness is a crucial factors in implementing sustainable tourism, particularly in small island contexts (Sayuti, 2023), which is also relevant to the urban environment of Setu Babakan. Similar research in archipelagic areas has shown that social and spatial readiness are key determinants of the success of sustainable destination management. This theoretical framework provides a critical foundation for assessing the extent to which participatory development principles have been practically implemented in the

Betawi Cultural Village area. Previous research by Nurseha et al. (2024) explored ecotourism strategies for preserving Betawi cultural values, finding that ecotourism could serve as a viable model for cultural preservation. However, a gap remains in evaluative studies that focus specifically on local community participation in economic engagement, governance, and empowerment within the framework of sustainable ecotourism development at this destination. Therefore, this study aims to evaluate the extent of community participation, including economic benefits, involvement in management, and empowerment implemented in the ecotourism development of the Betawi Cultural Village Setu Babakan. This evaluation is expected to provide a deeper understanding of the effectiveness of participatory development principles in the context of community-based urban ecotourism development.

2. RESEARCH METHODS

This study employed a qualitative evaluative research design, conducted at the Betawi Cultural Village Setu Babakan from January to June 2025. The tools and instruments used included a structured interview guide, a mobile phone for capturing photos and audio recordings, and a laptop for data processing and analysis. Primary data were collected through direct observation and structured interviews, which were based on predetermined questions. Informants were selected using a purposive sampling technique, involving seven key stakeholders who could provide in-depth insights into the implementation of ecotourism in the Betawi Cultural Village Setu Babakan. The stakeholders consisted of two members of the Betawi Cultural Research and Development Forum, three staff members from the Area Management Unit under the Department of Culture, the chairperson and vice-chairperson of the Tourism Awareness Group (*Pokdarwis*), as well as neighborhood leaders (*RT/RW*) representing RW 6, RW 7, RW 8, and RW 9. Secondary data were obtained through a literature review, including books, scientific articles, documents, and official websites of institutions related to the tourism management. The reviewed documents included area designation regulations, development guidelines for the Betawi Cultural Village, decrees or policy documents from relevant governmental or local agencies, and the Jakarta regional tourism master plan. Table 1. Framework of Criteria and Indicators for Community Participation in Ecotourism Development of Betawi Cultural Village.

Table 1 . Framework of Criteria and Indicators of Community Participation in the Ecotourism Development of the Betawi Cultural Village

No.	Criteria	Indicators
I.	Economic Benefits for The Local Community	Availability of tourism-related business units
		Level of visitor spending
		Level of participation in product marketing education
		Availability of partnership programs to increase local investment
II.	Community Involvement and Feedback	Frequency of destination management discussion forums
		Availability of destination management surveys
		Intensity of community involvement in forums
		Level of progress on actions taken based on forum discussions
		Availability of training programs
III.	Destination Management and Planning	Existence of community groups in sustainable destination management
		Program targets related to sustainable destination management
		Frequency of evaluation and review activities
		Level of implementation of development guideline regulations

Source: Author (2025)

Data analysis was conducted using directed content analysis, employing a deductive process that developed the framework of criteria and indicators based on theoretical references from the Global Sustainable Tourism Council (GSTC), The International Ecotourism Society

(TIES), and Community-Based Tourism (CBT) principles. This approach aligns with the study by Fitriawati & Suroso (2023), which also adopted directed content analysis and proved effective in evaluating community participation dimensions within the context of sustainable tourism development. Operational indicators were further derived from a synthesis of community participation principles in ecotourism established by WWF Indonesia (2009) and the Ecotourism Association of Australia (EAA) Principles (Black & Crabtree, 2007).

The interview questions were formulated based on the framework of criteria and indicators for community participation in ecotourism development derived from the theoretical references mentioned above (GSTC, TIES, and CBT). Data analysis involved categorizing interview data according to each indicator and interpreting the categories based on the intensity and quality of participation reflected in the respondents' statements. Data validity was ensured through source triangulation, which involved four groups: area managers, local communities, cultural community representatives, and tourists. Methodological triangulation (Carter et al., 2014) was also applied through interviews, observations, document analysis, and previous studies related to the Betawi Cultural Village Setu Babakan. Table 1, which presents the framework of criteria and indicators derived from previous theoretical studies, served as the analytical basis for interpreting the data the subsequent Results and Discussion section.

3. RESULT AND DISCUSSION

3.1. Result

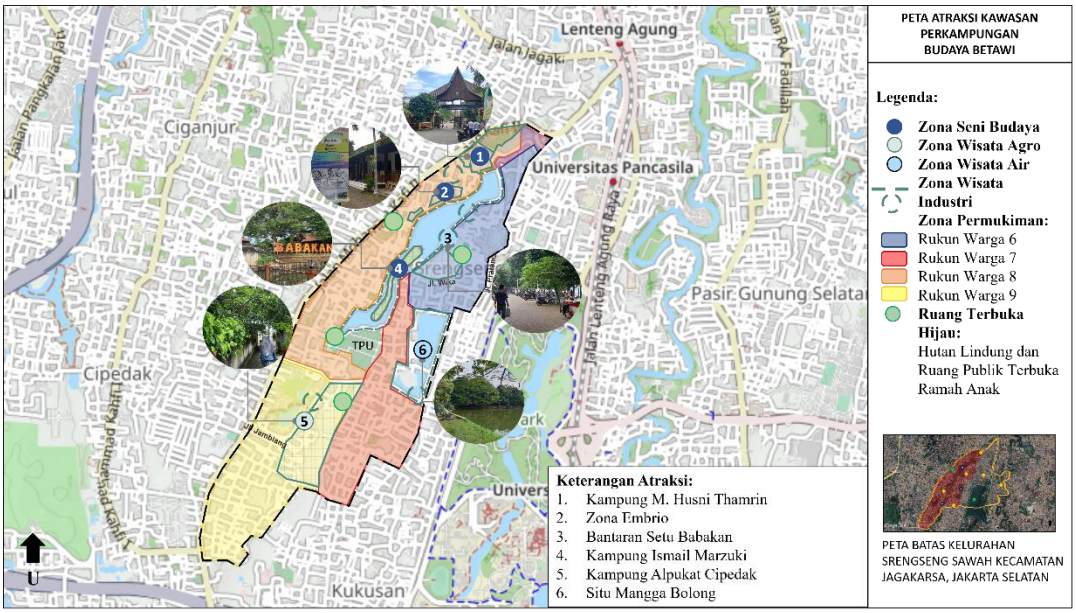


Figure 1. Attraction Map Analysis of The Betawi Cultural Village

The Betawi Cultural Village has become a destination offering an immersive experience within a living community that continuously grows and evolves alongside Betawi culture, encompassing its arts, traditions, religion, cuisine, and architecture. The destination is also supported by a natural landscape consisting of a lake and surrounding vegetation that re-creates the ambience of a traditional Betawi village environment from the past. The current development and management guidelines for the Betawi Cultural Village refer to Jakarta Governor Regulation No. 151 of 2007, which divides the area into several zones: residential, art and cultural, agro-tourism, water tourism, and industrial tourism zones.

Conceptually, a tourism village is defined as a settlement or area with distinctive local wisdom and unique tangible and intangible characteristics, packaged as a unique, competitive, well-managed, and sustainable tourism attraction (Yuliani & Setyaningsih, 2023). The ecotourism

components illustrated in Figure 1 are reviewed and evaluated through three main aspects: attractions, accessibility, and amenities, as described below.

a. Attractions

Based on field observations, the Betawi Cultural Village at Setu Babakan comprises seven tourist objects, including four main attractions and two supporting attractions. The main attractions that serve as the center of tourism activities include the Embrio Zone, Kampung M. Husni Thamrin, and Kampung Ismail Marzuki, the Department of Culture mananges. These locations offer a visual and experiential representation of the traditional Betawi village, where the local community continues to preserve Betawi culture through activities such as museum visits, cultural workshops, and educational tours that focus on typical Jakarta plants and traditional Betawi houses.

Additionally, Setu Babakan and Situ Mangga Bolong, along with their surrounding riparian areas, serve as natural open spaces that the local community has utilized. Both visitors and residents utilize these areas managed by the Department of Water Resources for leisure activities such as sightseeing, fishing, and enjoying various Betawi culinary dishes and souvenirs. The supporting attraction, Kampung Alpukat Cipedak, is a residential area within the Ninth Neighborhood Association (RW 9), where almost every household has a yard planted with avocado trees. The village also features the Embung Pemuda, which serves as a fishing and recreational area for local visitors. Moreover, the village is renowned for being the center for cultivating Cipedak avocado cuttings, commonly marketed as the Miki avocado.

b. Accessibility

Accessibility to the destination was assessed based on road infrastructure, public transportation, and directional signage. The road network surrounding the destination is considered adequate, particularly along Mochammad Kahfi II Street, which is equipped with pedestrian sidewalks. Various public transportation modes, including JakLingko public transport, TransJakarta buses, and online ride-hailing services support the area's connectivity. Furthermore, the site is conveniently located near commuter train lines, approximately 4.5 km from Lenteng Agung Station and 3.5 km from Universitas Pancasila Station.

The Betawi Cultural Village features three main entry and exit points: Kampung M. Husni Thamrin Gate, Si Pitung Gate on the western side, and Teladan Gate on the eastern side. Tourism transportation services, such as pedal boats, electric cars (also known as buggy cars), and traditional horse-drawn carts (*delmans*), are available for rental, particularly on weekends, adding to the destination's attraction.

c. Amenities



Figure 2. Worship Facilities and Dining Areas within the Betawi Cultural Village

Supporting facilities within the Betawi Cultural Village are insufficient and unevenly distributed across the various attraction points. The main attractions are equipped with public toilets and prayer rooms (mushola). Meanwhile traditional Betawi restaurants are located near the museum and at the Teladan Gate on the eastern side of the area. Along the Setu Babakan

and Situ Mangga Bolong lakeshore, there are local food stalls and vendors offer dining services with a direct view of the lake.

The primary visitor service center, with the most complete and accessible facilities, is located in Kampung M. Husni Thamrin, offering amenities for persons with disabilities and the elderly, including ramps, accessible toilets, and designated parking spaces. Additionally, the area features a performance hall, amphitheater, and traditional huts (*pondok*) for visitors to relax while enjoying the panoramic view of Betawi traditional houses and the grand museum architecture.

Overall, the physical and cultural elements of the Betawi Cultural Village reflect a well-established foundation for developing a sustainable cultural tourism destination. However, the variation in the quality and distribution of amenities, along with the dependence on community participation for maintaining attractions, highlights the importance of effective management and collaboration among stakeholders. These findings serve as the basis for further discussion on how community participation, policy implementation, and destination management strategies interact to support the sustainable development of the Betawi Cultural Village.

3.2. Discussion

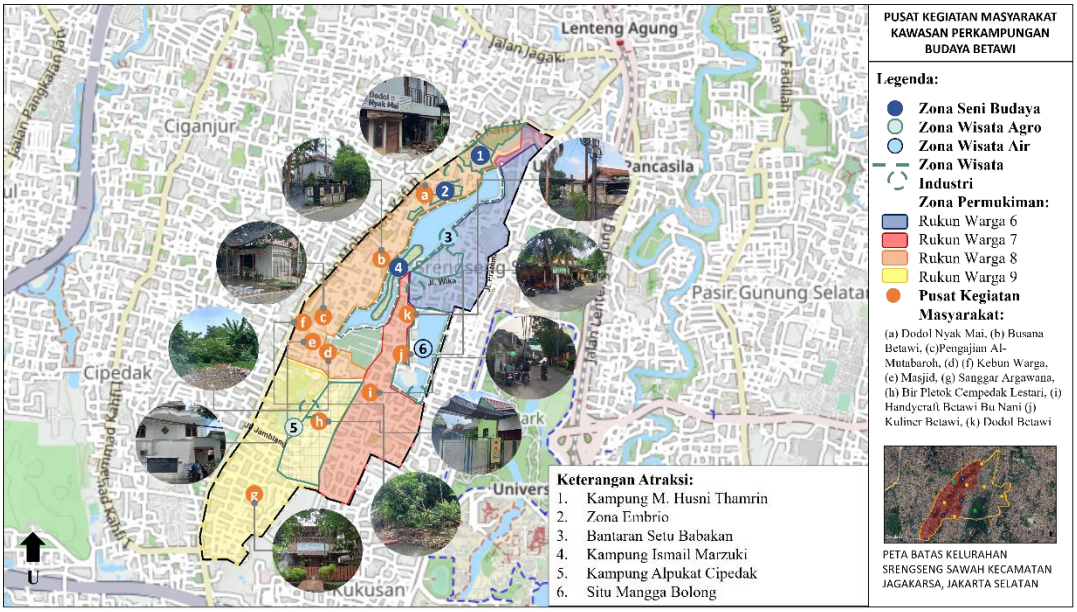


Figure 3. Community Activity Centers Map of The Betawi Cultural Village Area

This figure illustrates the spatial distribution of community activity centers within the Betawi Cultural Village Area, as outlined in the 2012 Comprehensive Master Plan. These activity centers encompass traditional culinary production houses, craft workshops, art studios, mosques, and collectively managed gardens or home yards. This spatial configuration reflects the central role of cultural and economic activities in sustaining local livelihoods and promoting community-based tourism practices. The analysis is based on three main criteria of community participation derived from the framework of the Global Sustainable Tourism Council (GSTC), the principles of The International Ecotourism Society (TIES), and the theory of Community-Based Tourism (CBT). These criteria include the economic benefits for the local community, community involvement and feedback, as well as destination management and planning. Each component consists of several indicators, the results of which are described and discussed in detail below.

Economic Benefits for Local Communities

Table 2. Results of Economic Benefit Analysis for the Local Community

No.	Indicator	Analysis Result
I.	**Economic Benefits for the Local Community**	

1.	Availability of tourism-related business units	Moderately Achieved
2.	Level of visitor spending	Not Achieved
3.	Level of participation in product marketing education	Moderately Achieved
4.	Availability of partnership programs to increase local investment	Not Achieved

Source: Author (2025)

Two out of the four indicators have not been achieved, indicating that the local community has not fully realized the economic benefits of ecotourism activities. The implementation of this criterion is evident through the presence of several tourism-related businesses, including transportation services, food stalls, and souvenir shops, within the Betawi Cultural Village. Residents also utilize Setu Babakan to operate paddle boat rentals and culinary stands. In addition to business activities, some residents are employed as honorary staff members of the site management unit. Although the local community is involved in tourism operations, not all local business actors gain financial benefits from visitor expenditures. This condition suggests that the ecotourism principle of generating economic benefits for the local community (TIES, 2015) has not yet been fully realized. The level of participation in product marketing education remains limited due to restricted access to such programs. These programs are only available to business actors who have passed a curation process conducted by the management unit under the Cultural Affairs Office. The curation process, which involves culinary entrepreneurs, craft producers, and nationally recognized Betawi cultural communities, has created competition and limited the participation of residents who have not been prioritized as program beneficiaries. Residents, however, should be the leading actors in achieving economic independence and improving their livelihoods through tourism (Su et al., 2019). Accommodation services are also unavailable in this area, as there are no tourism activities that encourage overnight stays. The existence of Setu Babakan and the Betawi Cultural Village should ideally serve as the leading tourism attraction, with natural and cultural heritage as the core elements. These assets are considered strategic opportunities to support natural habitat conservation, traditional cultural performances, and long-term economic sustainability (Cajee, n.d., 2014).



Figure 4. Culinary Stalls Along The Setu Babakan Lakeside and Souvenir Center Near The Main Entrance

Partnership programs to increase local investment have been sporadic and disconnected, initiated by private companies, educational institutions, and government agencies. These programs vary in form, including training sessions, community service activities, and on-site visits to local business production areas. Development assistance has also been provided in the form of festivals, bazaars, and renovation projects for residents' houses, incorporating Betawi architectural elements. The Ministry of Education, Culture, Research, and Technology's Pancasila Student Profile Strengthening Project (P5), which mandates school visits, has also increased visitation rates. Indirectly, this initiative supports the income of business units within the Betawi Cultural Village through the sale of educational workshop packages offered by the site management unit.

Table 3. Partnership Programs of Betawi Cultural Village Management Unit

No.	Program Type	Organizer
1.	Community service activities from various majors	Educational Institutions
2.	Collaborative programs involving the renovation of residents' homes in Betawi style, and the organization of festivals, bazaars, or direct visits to culinary and handicraft production houses	Government Institutions, in collaboration with state and private companies
3.	The Pancasila Student Profile Strengthening Project (P5), through mandatory school visits and workshop packages on local cuisine and handicrafts	Ministry of Education and Culture, in collaboration with the area management unit

Source: Author (2025)

However, these predominantly top-down programs have yet to optimize the full economic potential of the local community. In fact, top-down policy initiatives for integrated ecotourism development, aligned with urban development plans, can enhance local community participation and visitor satisfaction (Liu & Chamaratana, 2024). Urban ecotourism, in particular, has been found to improve the quality of life for both residents and urban visitors (Duy et al., 2020). Aside from the limited scope of participation due to the curation process, most programs also lack continuous mentoring or capacity-building initiatives. Divergent objectives among organizing entities and the absence of an integrated management structure have led to uneven benefits for residents. Limited institutional integration and weak cross-sectoral coordination have hindered the area's management capacity to ensure that tourism-generated revenue directly contributes to the local economy, as emphasized by the Global Sustainable Tourism Council (GSTC, 2019). According to Drumm & Moore (2005) in The Business of Ecotourism Development and Management, community success in developing ecotourism depends on factors such as local governance structures, inter-community relations, and the partnerships established. Therefore, a dedicated coordinating body is required to align partnership programs with broader objectives for economic development and community empowerment in the Betawi Cultural Village. If partnership and investment programs can be better targeted and made more inclusive, long-term economic benefits could be more equitably distributed among residents.

Although the analysis of community participation in the Betawi Cultural Village reveals positive potential through business activities and engagement in tourism operations, it has yet to produce and equitable distribution of benefits. The positive potential of business initiatives has not been balanced by structures or mechanisms that allow the community to play an active role in determining the direction of destination development. Limited access to programs and weak institutional support remain significant barriers to achieving economic equity in ecotourism. This condition highlights the need to strengthen community participation not only in economic aspects but also in decision-making processes and feedback mechanisms within destination management policies. The following section elaborates on community involvement and feedback mechanisms as key pillars for the successful implementation of community participation in managing the Setu Babakan Ecotourism Area.

Community Involvement and Feedback

Table 4. Results of Community Involvement and Feedback Analysis

No.	Indicator	Analysis Result
II.	**Community Involvement and Feedback**	
1.	Frequency of destination management discussion forums	Moderately Achieved
2.	Availability of destination management surveys	Not Achieved
3.	Intensity of community involvement in forums	Moderately Achieved
4.	Level of progress on actions taken based on forum discussions	Not Achieved

5.	Availability of training programs	Not Achieved

Source: Author (2025)

The criteria for community involvement and feedback have not been fully met, with three out of five indicators remaining unachieved. The main shortcoming lies in the absence of a specific survey to measure the impact of tourism activities in the Betawi Cultural Village on the local community. Impact monitoring, however, is a fundamental indicator in assessing the extent to which an area is sustainably utilized as an ecotourism destination (Chatwin, 2007). Despite the absence of such surveys, community participation is still evident through the regular organization of discussion forums on destination management. These forums, also known as *sarasehan*, are held annually prior to the celebration of the Betawi Cultural Village's anniversary and serve as a discussion platform that invites local community leaders to deliberate on tourism management within the destination. The forum also functions as a medium for disseminating programs organized by the area's management unit and other relevant stakeholders. According to informants from the management unit, the success of these activities is measured by the attendance of invited community leaders. However, the community holds a different perspective, asserting that the forums have not been followed by tangible progress or concrete actions derived from the discussions. Many of the issues discussed tend to be repetitive, particularly concerning the complexity of coordination among multiple government agencies. Consequently, problems are rarely resolved efficiently due to the layered bureaucratic procedures required for every action. Several solutions have been proposed, ranging establishing a technical management unit to efforts aimed at designating the destination as a distinct administrative subdistrict. Nonetheless, these proposals have yet to be realized to date.

The annual forum, which lacks a systematic feedback mechanism derived from impact surveys, combined with the limited opportunities for inclusive training available to residents, indicates that their active and reflective participation in ecotourism development remains suboptimal. A similar condition is found in the training aspect. Training programs for management and tour guiding have not yet optimally involved local community participation. Most of the guides operating within the area are not from the surrounding community, even though involving local guides can enhance two-way communication between the area's management and residents (Chatwin, 2007). The involvement of the Tourism Awareness Group (*Pokdarwis*) as guides is limited to specific events, such as welcoming visits from certain institutions. The training programs received by Pokdarwis have included comparative studies to destinations similar to the Betawi Cultural Village, facilitated by the Tourism Office. Additionally, the Cultural Office's management unit organized a village arrangement competition involving five neighborhood associations (*RW*) within the destination area, aiming to build capacity and promote agro and cultural potential within the local environment. However, these efforts have not been sufficiently effective in fostering sustained community participation.

This situation is not yet fully aligned with one of the core principles of ecotourism, which emphasizes strengthening and developing local capacities that generate long-term benefits for local communities The International Ecotourism Society (TIES, 2015). Symbolic forms of participation, such as annual forums and limited access to training, are insufficient to achieve inclusive destination management. Local community involvement plays a crucial role in tourism development, as it directly influences the equitable distribution of tourism income among residents (Ruiz-Ballesteros & Cáceres-Feria, 2016), as cited in Ristiawan & Tiberghien (2021). Therefore, consistent and constructive feedback between the community and organizers becomes the most effective way to create shared benefits and achieve common goals sustainably. Partnerships with Non-Governmental Organizations (NGOs) for training programs can also serve as an alternative strategy, as these organizations often possess experience in capacity development and relevant technical expertise (Drumm & Moore, 2005). Such collaborations could potentially broaden access to training and provide opportunities for both local communities and tour operators to enhance their skills, particularly in cultural interpretation as guides and in ecotourism destination management.

This analysis emphasizes that community involvement in the Betawi Cultural Village remains at a consultative stage and has yet to become transformative. A more systematic feedback mechanism and locally based training programs are needed to enable the community to act as equal partners in

destination management. These findings form an essential foundation for the subsequent discussion on collaboration and participatory governance in the implementation of ecotourism at Setu Babakan.

Destination Management and Planning

Table 5. Results of Destination Management and Planning Analysis

No.	Indicator	Analysis Result
III.	**Destination Management and Planning**	
1.	Existence of community groups in sustainable destination management	Moderately Achieved
2.	Program targets related to sustainable destination management	Moderately Achieved
3.	Frequency of evaluation and review activities	Not Achieved
4.	Level of implementation of development guideline regulations	Not Achieved

Source: Author (2025)

The criteria for sustainable destination management and planning indicate a moderate level of achievement. Two key aspects remain as significant challenges: the limited evaluation mechanisms for programs and the weak enforcement of area development regulation guidelines. In fact, the development strategy recommendations for review and evaluation by Rome (1999) as cited Chatwin (2007), emphasize the importance of participatory engagement among site managers, government institutions, the tourism industry, and local community leaders to ensure effective and sustainable destination management. The existence of the Forum for Betawi Cultural Community Research and Development as a permanent partner of the Area Management Unit (UPK) demonstrates a collaborative governance framework that represents a positive step toward realizing a sustainable Betawi Cultural Village destination. Based on Jakarta Governor's Decree No. 693 of 2021, this community forum serves as a platform for providing direction, recommendations, and input to the management unit in support of Betawi cultural preservation. In addition to initiating *sarasehan* discussion forums, this community also emphasizes the carrying capacity and participation of residents in management activities, as well as the planning of group formation related to conservation efforts. The area management unit also organizes cultural education programs for both residents and visitors in accordance with its primary duties and functions. Meanwhile, collaboration between the management unit and the Tourism and Creative Economy Office has resulted in a series of events and cultural activities that are also integrated into the management programs.

However, the effectiveness of these programs has not been fully optimized due to the limited scope and role of the community forum and social institutions, which act only as supervisors rather than technical executors. Program evaluation and review activities have also not been systematically scheduled. In addition, the area development guidelines stipulated in Governor Regulation No. 151 of 2007 have not been fully enforced and are often deviated from in practice. The massive development of modern residential clusters that disregard the settlement patterns and architectural elements of Betawi culture within the area reflects the weak implementation of conservation policies. Although the coordination of these technical implementation guidelines falls under the authority of the central government, synergy with local agencies and stakeholders remains weak. Developing an ecotourism destination requires a collaborative and multi-layered governance structure in which each actor has a clear role and responsibility throughout the planning, implementation, and supervision processes Global Sustainable Tourism Council (GSTC, 2019). Therefore, systems of evaluation, regulatory enforcement, and policy monitoring must be strongly supported through the presence of competent technical implementers with the authority to enforce regulations and protect the existence of the Betawi Cultural Village within the Setu Babakan area. These technical implementers can be formed by involving residents who have a strong vested interest in achieving conservation targets, such as landowners with ancestral ties to the area or long-term residents (Drumm & Moore, 2005), thereby increasing both social legitimacy and policy sustainability. Such individuals should be fully engaged in the planning process.

Although the Forum for Betawi Cultural Community Research and Development represents a strong institutional structure formally, the failure to enforce area development guidelines indicates that the sustainable destination management strategy remains suboptimal, with a clear gap between regulation and practice. The involvement of Non-Governmental Organizations (NGOs) is essential in selecting unbiased community members and ensuring that the decision-making process remains objective. NGOs can also serve as independent facilitators that bridge the interests of the community, management authorities, and government institutions, helping to ensure that destination planning is not only top-down but also participatory and based on local needs. These findings underscore that destination management in the Betawi Cultural Village at Setu Babakan remains at the stage of institutional participation and having yet to achieve transformative governance, which integrates the principles of collaboration, accountability, and active participation. By strengthening community-based evaluation systems and implementing adaptive regulatory oversight mechanisms, this area has significant potential to become a model for sustainable cultural ecotourism management in an urban settings.

4. CONCLUSION

Community participation in the development of ecotourism at the Betawi Cultural Village of Setu Babakan was found to be suboptimal in its implementation, based on three criteria and thirteen indicators derived from the GSTC, TIES, and CBT theoretical frameworks. Among these, destination management and planning demonstrated better achievement compared to the other two criteria, primarily through the existence of the Forum for Betawi Cultural Research and Development as a permanent partner of the area management unit and through its community-based development program targets. However, economic utilization, local community engagement, and feedback still face significant challenges. The availability of inclusive platforms for community participation remains limited due to the large number of stakeholders involved in area management and the absence of specific feedback mechanisms or surveys from the management unit to the local community. Likewise, economic benefits for residents have not been fully realized, as existing marketing programs lack sustainability and accessibility for all local business actors. This condition highlights that the success of participatory governance depends not only on formal policy frameworks but also on the extent to which local communities are positioned as key actors in decision-making processes and resource management. The main recommendations derived from these findings emphasize the need to expand equitable participation opportunities, support continuous training and educational programs, and strengthen technical institutions led by local communities capable of managing the area collaboratively and sustainably.

This study provides a conceptual contribution by analyzing the gap between policy and the actual practice of community participation in destination development. The findings are expected to serve as a reference for formulating sustainability strategies to manage the Betawi Cultural Village of Setu Babakan, thereby strengthening collaboration among all stakeholders involved in its management and development, encouraging active participation. The insights gained also serve as a foundation for strategies to enhance community capacity in similar destinations. Future studies are recommended to explore further visitor perceptions and contributions in evaluating the effectiveness of ecotourism principles implemented at the Betawi Cultural Village of Setu Babakan.

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