

FROM STANDARDS TO PRACTICE: EVALUATING RESTAURANT MANAGEMENT AND TOURISM POLICY COMPLIANCE FOR LOCAL PROSPERITY

Candra Sari Triyana^{1*},

Universitas Pendidikan Indonesia
candra.s@upi.edu

Dolores Silvia²,

Universitas Pendidikan Indonesia
doloressilvia@upi.edu

Nikita Astria³

Universitas Khairun
nikita.astria@unkhair.ac.id

Rattikah Fitrianty⁴

Universitas Pendidikan Indonesia
rattikahfitrianty@upi.edu

ABSTRACT

This study investigates the challenges of tourism policy implementation within culinary establishments. Using a mixed-method approach, the research analyzes twelve restaurants in Bandung-Indonesia, classified by risk category, through a combination of document reviews, field observations, and semi-structured interviews. Results reveal that middle-low risk restaurants have significantly lower compliance rates compared to middle-high risk restaurants, particularly in business management, documentation, and implementation of Standard Operating Procedures (SOPs). Key challenges identified include limited awareness of the regulation, profit-oriented business focus, prioritization of operational management and profit priorities over compliance, lack of routine internal audits, and newly established businesses lacking full regulatory fulfilment. Furthermore, infrastructural challenges, knowledge gaps, and overlapping certification processes hinder complete regulatory fulfillment. These findings underscore the need for greater government facilitation, enhanced training, regularization of SOPs, and broader stakeholder collaboration to advance sustainable business practices and strengthen Indonesia's culinary tourism sector. This study contributes to a deeper understanding of policy implementation in the culinary sector, providing insights for both practitioners seeking service quality improvements and policymakers pursuing more effective regulatory oversight.

Keywords : *tourism regulation, tourism policy, culinary, restaurant, service quality*

INTRODUCTION

Tourism has driven global economic recovery, especially after the COVID-19 pandemic. International tourism revenues accounted for nearly 7% of world exports before the pandemic, and tourism is projected to reach pre-pandemic levels again by 2024, demonstrating the sector's resilience and significance (UNWTO, 2023). Previous research shows that tourism policy contributes to employment growth, international trade balance, and regional revitalization (Dwyer et al., 2016; Gössling et al., 2021; Hall, 2020). Additionally, research from developed and developing countries confirms that tourism accelerates economic diversification, drives innovation in hospitality services, and plays a central role in achieving the Sustainable Development Goals (UNCTAD, 2021; WTTC, 2022). In addition to international travel, domestic tourism representing 75% of the tourism economy in OECD countries. It has proven to be an important driver of recovery, especially in regions and cities where the sector supports the majority of local jobs and businesses (Alves, Bhuiyan, Crovella, Paiano, 2021). These findings emphasize the importance of continuing to develop the tourism sector, as well as increasing domestic tourism.

The hospitality sector in Indonesia plays an important role in supporting the development of national tourism and driving the creative economy. According to the Central Bureau of Statistics (BPS, 2024), Indonesia's tourism revenues make a significant contribution to national foreign exchange earnings, with food, accommodation and travel services contributing directly to Gross Domestic Product. Tourism is also positioned as a national strategic program in the National Medium-Term Development Plan (RPJMN, 2025) 2025–2029, which emphasizes expanding the creative economy subsector, improving service standards, and increasing competitiveness in hotel, restaurant and catering businesses.

The food and beverage service industry contribute IDR 405 trillion in 2023, or around 2% of Indonesia's Gross Domestic Product, while the food and beverage industry broadly contributes 7.15% of the total Gross Domestic Product (BPS, 2024). More importantly, culinary is the largest contributor to Indonesia's creative economy, consistently contributing around 40% of the value of the creative economy, employing more than 10.67 million workers, and serving as an economic driver and cultural ambassador (Bekraf, 2018; ERIA, 2023; Ministry of Tourism, 2022). This makes research on policy implementation in the gastronomy sector economically relevant and socially urgent, because this directly influences service innovation, job quality and Indonesian culinary brands abroad.

Poor service in the culinary industry has led to significant adverse consequences across countries worldwide. Numerous studies in indexed journals have documented how inadequate service quality damages customer satisfaction,

diminishes repeat visitation, and harms the overall reputation of hospitality businesses (Akbaba, 2020; Andrades & Dimanche, 2017; Ramseook-Munhurrin, 2019). Shortages in trained human resources and inconsistent hygiene standards contribute to operational inefficiencies and increased health risks (Bhuiyan et al., 2021; Yildiz & Khan, 2022). Insufficient staff training and lack of customer orientation further exacerbate service failures (Yoon & Lam, 2017; Lee et al., 2019), while understaffing during peak hours leads to longer waiting times and lower service responsiveness (Wong & Kim, 2020). Regulatory non-compliance and poor infrastructure undermine efforts to maintain high-quality standards (Font et al., 2016; Buhalis & Leung, 2018). Additionally, reliance on informal service systems and fragmented management practices causes inconsistency in service delivery (Hjalager, 2015; Akbaba, 2020). Collectively, these factors diminish the competitiveness of culinary businesses, reducing their contribution to local economies and cultural tourism (Andrades and Dimanche, 2017; Ramseook-Munhurrin, 2019).

To overcome this challenge, The Ministry of Tourism and Creative Economy (MTCE) has established Ministry of Tourism and Creative Economy Regulation no. 4 of 2021 regarding restaurant business standards aimed to guarantee service quality, comfort, and safety for tourists, as well as enhance the competitiveness of tourism businesses. This regulation established specific requirements for culinary establishments, Medium-Low Risk Restaurants and Medium-High Risk Restaurants operating within the tourism sector. Therefore, it can be inferred that Regulation No. 4 of 2021, by setting standards for tourism-related business activities including restaurants, contributes to these broader goals of enhancing quality, ensuring safety, and fostering competitiveness in Indonesia's culinary tourism sector.

However, the implementation gap between the regulatory framework and practice on the ground is still significant. Many small and medium-sized restaurants struggle to meet cleanliness certification requirements, maintain consistent documentation, and properly manage waste systems, while large hotels may face costly operational restructuring (Krutwaysho & Bramwell, 2010). Therefore, the main research problem lies in evaluating the extent to which culinary businesses comply with these regulatory standards and identifying barriers to consistent policy implementation in the hotel industry in Indonesia.

The objective of this research is to assess compliance with Regulation No. 4 Year of 2021 across different segments of the culinary establishments, and to uncover the realities of its implementation. It further aims to identify comparative barriers faced middle-low to middle-high culinary establishments. Beyond highlighting gaps, the study seeks to provide data-driven recommendations for policy

optimization, proposing risk-based compliance models and context-sensitive frameworks suitable for Indonesia's fragmented hospitality landscape.

The scope of this study is limited to Indonesia's hospitality sector, with a strong focus on culinary businesses such as restaurants and catering establishments within gastronomic hubs like Bandung, which was recently ranked ASEAN's leading culinary city (Taste Atlas, 2024). While the findings are not generalized to all creative economy subsectors, this research is expected to provide valuable sector-specific insights for regulatory refinement. Limitations include the reliance on case-based interviews and field observations, which may not represent the full diversity of Indonesian culinary establishments.

In contrast to earlier works that focus on destination-level tourism policy implementation (Krutwaysho & Bramwell, 2010; Rodriguez et al., 2015), the novelty of this study lies in its micro-level and sectoral analysis, specifically addressing gastronomy enterprises. By linking the culinary industry, with concrete issues of regulatory compliance, this research not only adds to the academic discourse on tourism governance but also offers actionable insights to policymakers and hospitality practitioners striving for sustainable, high-quality tourism development in Indonesia.

METHODOLOGY

This study adopted a mixed-method approach with 12 case studies to assess the level of compliance and challenges in implementing tourism policy in the restaurant industry in Bandung City, Indonesia. The city of Bandung, Indonesia, was chosen because it was recognized by Taste Atlas as the best culinary city in ASEAN (goodstats.id, 2024), making it a major supporter of Indonesia's gastronomic destination offerings.

1. Document review and field observation

The research stages encompassed document review and field observation using Ministry of Tourism and Creative Economy Regulation Number 4 of 2021, focusing on six assessment element of restaurant business standards: special business requirements, business facilities, organizational structure and human resources, service, product requirements, and business management. Using an official checklist provided by the Ministry as a guideline, researchers conducted field observations on each restaurant under study to evaluate conformity and fulfillment of the following criteria: fulfillment of business facilities standard at minimum or 100%, fulfillment of organizational structure and human resources

standard, service standard, product requirements standard, and business management standard at a minimum of 90%.

2. Interview process

Semi-structured interviews were conducted to gain a deep understanding of the obstacles and challenges in implementing the regulations. Three key participant groups were targeted for data collection: Owners who provide perspectives on strategic decision-making and regulatory adaptation; Top Management such as Senior Managers who responsible for translating policy directives into daily operational practices; Employees such as frontline staff, including supervisors and kitchen/serving personnel, who directly implement policy-driven procedures and experience the results in practice. Participants were recruited through direct invitations and professional networks to ensure informed consent and willingness to engage in open discussion.

The qualitative data were collected through semi-structured interviews conducted individually with owners, management, and employees. The interviews were guided by a flexible protocol that included open-ended questions to elicit detailed narratives and examples. The protocol focused on topics such as: awareness and understanding of the Ministry of Tourism's policy; experiences and strategies in policy implementation; perceived benefits and potentials generated by the policy; practical obstacles and recurrent challenges encountered during implementation; and recommendations for improving policy practice and compliance.

3. Data analysis

The study results are presented in two main forms, quantitative evaluation and qualitative analysis. Quantitative evaluation based on standard fulfillment levels in each restaurant using a checklist by the Ministry policy. Meanwhile, to strengthen the qualitative analysis of implementation barriers, triangulation was conducted by cross-referencing interview data with prior studies in the literature. This methodological triangulation provided a comprehensive understanding and validated the identified challenges and recommendations. This mixed methodology provides a comprehensive and credible foundation for understanding the real-world potential and challenges involved in implementing the Ministry of Tourism's regulatory policy within Indonesia's diverse restaurant industry.

RESULTS AND DISCUSSION

Table 1 provide comparative overview of regulatory compliance among middle-low and middle-high risk restaurants across all assessed criteria.

Table 1. Regulatory Compliance Indicators

Criteria	Indicator	Middle low risk (%)	Middle high risk (%)
Specific business requirements	The hygiene and sanitation eligibility certificate	71%	80%
	Restaurant Business Certification issued	N.A	100%
Facilities	Toilet	100%	100%
	Administrative work room	100%	100%
	Clear water installations	100%	100%
	Temporary waste storage areas	100%	100%
	Simple wastewater treatment installations	100%	100%
	Employee rooms	N.A	100%
	Guest and service elevators	N.A	100%
Organization & human resources	Organizational structure and job descriptions	100%	100%
	First aid equipment	100%	100%
	Company regulations	100%	100%
	Sanitation, hygiene, environmental management	100%	100%
	Emergency response knowledge	100%	100%
	Emergency management implementation	100%	100%
	Local product or domestic labor priority	100%	100%
	Preventive maintenance program	N.A	100%
Service	Uniforms with logo or name	N.A	100%
	Cleaning services provided	100%	100%
Product requirements	Security services	N.A	100%
	Building design	100%	100%
	Multi-floor rooms	100%	N.A
	Seating and tables	100%	100%
	Kitchen	100%	100%
	Waste bin / fire suppression / separate storage	N.A	100%
	Number of menu items	100%	100%
	Standard or special recipe	100%	100%
Business management	SOP or work instructions documentation	64%	85%
	SOP or work instructions implementation	29%	40%
	SOP or internal audit documentation	N.A	100%
	SOP or internal audit implementation	N.A	100%

N.A = Not applicable or not available for the risk level

In-depth analysis accompanied by interview results is presented in the paragraph below. An explanation is also provided as well as providing a comparison of the implementation of tourism policy in Indonesia with other similar literature.

1. Specific Business Requirements Criteria

Table 1 demonstrated the level of compliance of restaurants with different risk classifications in fulfilling business requirements as stipulated by Ministry of Tourism regulations. The table compares respondents from middle-low and middle-high risk restaurants on two main criteria: the hygiene and sanitation eligibility certificate and the Restaurant Business Certification issued by a Tourism Sector Certification Agency. Overall, the highest percentage recorded is for the Restaurant Business Certification within the middle-high risk group, which achieves 100% compliance; all middle-high risk respondents have obtained certification from the relevant tourism sector authority. In contrast, the lowest compliance is observed in the middle-low risk group, where only 71% of establishments have obtained the hygiene and sanitation eligibility certificate.

The results suggest that middle-high risk restaurants are more motivated or better equipped to meet regulatory demands, particularly regarding central certifications critical to their ongoing operations. Compliance with hygiene and sanitation certification is also higher in the middle-high risk group (80%) than in the middle-low group (71%), reinforcing the trend that establishments facing greater regulatory risk are generally more attentive to fulfilling required standards. These findings align with the regulatory compliance literature, businesses with higher risk classification or greater visibility tend to be more compliant due to regulatory oversight, reputation concerns, and higher resource capacity (Widodo, Hidayat, & Sari, 2022; Yasa & Surya, 2018). These establishments possess up-to-date legal documentation, including valid business licenses and operational permits, as well as timely acquisitions of both the Hygiene and Sanitation Eligibility Certificate and the Restaurant Business Certification from the authorized Tourism Sector Certification Agency. Additionally, some establishments hold halal certification from MUI (Indonesian Council of Ulama). Their commitment to compliance is further demonstrated by comprehensive SOP documentation, consistent staff training on hygiene and food safety practices, and the routine maintenance of audit records and cleaning logs. These restaurants not only excel in regulatory inspections but also benefit from higher customer satisfaction and improved operational reliability.

Conversely, lower compliance rates among middle-low risk establishments. Based on interviews with the restaurant's manager and staff, restaurants do not meet these criteria for several practical reasons. Some owners prioritize business growth before addressing formal licensing requirements. Others are still reorganizing or lack structured management, therefore they delaying the completion of legal

applications. The other reason was about the process for obtaining hygiene certificates is often perceived as lengthy and bureaucratic, while new restaurants may simply not have reached the stage where such requirements become operational priorities. The establishments that hold halal certification but lack the necessary hygiene and sanitation certification, illustrating that overlapping certification processes are sometimes prioritized based on perceived market or business needs rather than full regulatory compliance. The results of interviews conducted also show that there is a lack of socialization regarding the latest regulations launched by the government, especially for culinary business owners. On the other hand, broader literature highlights a potential disconnect in awareness and integration which creates a gap between national and regional regulations, which can impact local awareness and implementation (Purnomo, 2023). Those reflect common challenges for smaller or newer businesses, as highlighted in previous research (Hafiz & Kassim, 2020), including limited managerial experience, ongoing business adjustments, and constrained resources just like the research hold by Krutwaysho (2010), Wang (2013), and Winowatan (2025).

Taken together, these findings demonstrate that although specific business requirements are intended to guarantee the quality, comfort, and safety for culinary services (Winowatan, 2025), there remain substantial structural and practical barriers for restaurants, especially those in lower risk categories or at early stages of development, which is in accordance with both regulatory and hospitality industry studies. To overcome these challenges, there is a clear need to improve the management and socialization of restaurant business standards, increase supervision and control from local government, the government also need a better understanding of culinary tourism, and emphasize on inter-organizational cooperation and coordination for effective policy implementation.

2. Facilities Criteria

Table 1 also demonstrated that both middle-low and middle-high risk restaurants in this study have achieved 100% compliance with the basic facilities criteria as specified in the Regulation Implementation Checklist. As indicated, every establishment in both risk categories fulfills each indicator, such as toilet availability, administrative workroom, clean water installations, temporary organic and non-organic waste storage, and simple wastewater treatment installations for middle-low risk restaurants. Additionally, for middle-high risk, they fulfill facilities for employee rooms, guest and service elevators. It demonstrated that there were no gaps in basic facilities compliance according to the documented checklist for these sampled businesses.

Meanwhile, in the aspect of hygiene and sanitation, several restaurants experienced problems such as a shortage of employees while some restaurants operate 24 hours, causing staff to have insufficient time to clean the facilities. There

is also a lack of consistent documentation of cleaning activities, which is reflected in poor lighting and poorly maintained facilities. Public toilets are not well maintained, making visitors feel uncomfortable when using them. Based on interviews with restaurant management, several issues were identified: wanting to expand the business before fulfilling legal requirements; the restaurant lacking simple wastewater treatment installations; and not conducting regular testing of wastewater quality in accordance with established quality standards. According to Saputra (2022), wastewater treatment installations are essential especially for restaurant management to ensure sustainable waste disposal, so that wastewater discharged into water bodies is safe for the environment and does not impact human health. These challenges faced by culinary businesses reveal that inadequate infrastructure remains a significant challenge in implementing these standards as stated by Winowatan (2025). Fotuhinia (2014) explained that weak infrastructure and service facilities are often identified as factors that cause poor tourism service quality in various regions.

To address these challenges, investment in and improvement of facilities are vital. The culinary businesses to understand not only provide but also pay attention to the quality of their facilities to get more satisfied customers.

3. Organization, Human Resources, and Service Criteria

These criteria recognized as foundational elements within the regulatory framework, especially in culinary businesses. For organization, It requires documented organizational structures and job descriptions, along with competence certification, training programs, and performance evaluations for staff. The policy aims to foster improved service quality and customer satisfaction through competent and well-trained staff as stated by Winowatan (2025).

The results indicate that both medium-low and medium-high risk restaurants observed had company regulations, first aid equipment, and emergency management. They also prioritize local product and domestic labor in their restaurant. This finding confirms previous research stated by Ernawati (2022), tourism which prioritizes local human resources will also develop their local areas.

However, problems occurred when interviews were faced with staff. The staff feel that even though there is an organizational structure and job description available, employees often do work that is not part of their job description. It happened because there is a lack of employees compared to the work that needs to be done. Apart from it, first aid, sanitation, hygiene, environmental management and emergency management training for employees has not been carried out regularly. This was verified by owners and managers to occur due to lack of time to carry out training. These finding align with previous studies demonstrated that significant challenge is the low transfer of knowledge, as many owners and managers relying on staff personal experience rather than formal training

(Winowatan, 2025), lack of readiness of local human resources to manage tourism activities effectively (Ernawati, 2022). However, Purnomo (2023) stated that the government has not provided a special program for developing human resources for culinary tourism. In fact, the government has the Indonesian National Work Competency Standards (SKKNI) which regulate work competencies for the culinary industry sector, which include the knowledge, skills and work attitudes required for duties and responsibilities in the food and beverage sector.

To overcome this, it is necessary to integrate SKKNI standards with more regular training programs to improve the competency of culinary tourism human resources. This can be done in collaboration with the government and culinary business owners. Then for academics, it is necessary to pay attention to the SKKNI standards as part of the curriculum to improve the quality of culinary tourism human resources in order to fulfill service quality and customer satisfaction.

Documented implementation of SOP or work instructions is also a challenge to be fulfilled by restaurants at the middle-low risk level, due to inconsistency due to time constraints, human capital and financial are the reasons. Idris (2024) and Winowatan (2025) also stated that there can be a lack of effective communication and guidance from management, making it difficult for management to implement them.

Broader literature highlights that restaurant must satisfy not only physical needs but also needs for socialization and self-realization, leading to increased expectations for service quality (Tuncer, 2020). He explained further that service quality dimensions often include food quality, facility comfort, cleanliness, aesthetic, and personnel service quality. Phuong (2021) then confirmed this statement, where the interplay of service climate, employee empowerment, and job standardization are crucial for customer service quality in culinary businesses. There is also a need of systematic implementation and documentation of SOPs for all service aspects.

4. Product Requirement Criteria

The regulation outlines specific product requirements, highlighting on authentic recipe for the restaurant. It also implicitly supports the prioritization of local products in order to support local economic. For these criteria, all of the observed restaurants have fulfilled the indicator. This indicate that the restaurants observed are ready to support sustainable practices as stated by Csapsody (2024). He described that the practice of local food sourcing is increasingly recognized as a sustainability practice within the hospitality industry. Added by Wijaya (2025) that this policy encourages restaurants to create unique recipes and local sourcing to differentiate from competitors and increase innovation or characteristic dishes. The sustainable practices will be product strategies contribute to a positive food

image, increase food tourist satisfaction and loyalty (Roy, 2020; Stein, 2021; Yasami, 2021).

For local food, there also challenges faced by observed restaurants such as: varying level of freshness, uncertainty where to buy, lack of knowledge about local availability and cost. These findings support the paper of Roy (2020) which is strengthened by the statement that local food which is more natural, fresher, healthier, and safer than globalized food products causes consumers to need to pay more for local products.

This sustainable practice also needs to be paid attention to by the government, so it would be better if the policy should actively prioritize and incentivize the use of local products, especially local food. Csapsody (2024) and Roy (2020) suggest that it is necessary to develop effective strategies and practices that promote sustainable and locally integrated food systems. Moreover, Roy (2020) stated that addressing the benefits and obstacles in sourcing local food products from wholesale distributors can streamline the process for restaurants.

5. Business Management Criteria

Indonesian government already provides extensive and consistent guidelines on business management for culinary establishments through Ministry of Tourism and Creative Economy Regulation No. 4 Year of 2021. It mandating the implementation and documentation of Standard Operating Procedures (SOPs) across key management functions. These include planning, operational management, customer communication, continuous quality and productivity improvement, monitoring, evaluation, and internal audits. This regulatory framework reflects a comprehensive understanding of management best practices aimed at supporting sustainable and high-quality operations in restaurant management.

Successful policy implementation emphasizes the importance of using SOPs as a foundation for effective restaurant management. Successful operators are characterized by efficient operations and responsiveness to market trends, while the literature shows that implementing sustainable practices remains an important but challenging pathway to long-term competitiveness (Wang, 2013). Nonetheless, research findings revealed that business management criteria presented the greatest implementation challenge for the restaurants observed (Elkhwesky, 2022; Krutwaysho, 2010; Santalova, 2021). Specifically, medium-low risk companies only achieved an average of 64% compliance with SOP or work instruction documentation and 29% for actual implementation, largely due to time constraints, busy daily operations, inadequate human resources, and a lack of managerial discipline to enforce these standards. Meanwhile, medium-high risk restaurants also struggled in this regard, with only around 85% meeting documentation requirements and 40% adequately implementing SOPs.

To address this gap, recommendations call for consistent implementation of SOPs across management functions, continuous monitoring and evidence-based evaluation, specialized training in digitalization for small businesses. For government, holistic planning to ensure sustainable culinary tourism development is an agenda that needs to be realized immediately.

CONCLUSION

This study provides a nuanced understanding of the challenges of implementing tourism policies in culinary establishments in Indonesia, with a focus on compliance with regulations based on the Ministry of Tourism and Creative Economy Regulation Number 4 of 2021. Through case studies of restaurants in Bandung, Indonesia, it can be seen that the level of compliance varies greatly according to risk classification. Restaurants with lower level of risk showing lower compliance, especially related to business management criteria and documentation, and implementation of SOPs. The results of this study highlight key barriers, including limited awareness, management focus on operations and profits, inadequate human resources, and bureaucratic complexity, which collectively hinder the systematic implementation of regulatory standards. Even among high-risk companies, overall alignment of documentation and implementation of mandated SOPs remains a persistent challenge, illustrating that structural and resource-related constraints exist across categories.

Despite these challenges, this comprehensive regulatory standard is recognized by stakeholders as a driver of business improvement, sustainable practices and improved customer service. However, practical fulfillment requires significant improvements in management discipline, infrastructure, training, and policy outreach, especially among small and new businesses. This research emphasizes the importance of regular evaluations, targeted capacity building, and government support in bridging implementation gaps and driving compliance across sectors.

In conclusion, the realization of effective tourism policy objectives in Indonesia's culinary sector requires an integrated approach, combining a clear regulatory framework, stakeholder involvement, systematic monitoring, and the ability to adapt to local business realities. These findings provide actionable recommendations for policymakers and practitioners seeking to promote sustainable growth and international competitiveness in Indonesia's dynamic culinary tourism industry.

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