

ANALYSIS OF LICENSING ISSUES IN TOURIST DESTINATION DEVELOPMENT: CASE STUDY OF HIBISC FANTASY PARK

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(Received: April 2025; Accepted: June 2025; Published: November 2025)

Abstract: The development of tourism destinations requires a strict and structured permitting process to ensure compliance with spatial planning, environmental protection, and community welfare. This study analyzes the licensing issues encountered in the development of Hibisc Fantasy Park in Puncak, Indonesia. Using a qualitative method with a juridical-empirical approach, the research identifies discrepancies between the obtained permits and actual development practices, such as the expansion of the construction area far beyond the approved limits. The study highlights several key factors contributing to the violation of licensing regulations, including weak government supervision, poor inter-agency coordination, economic pressures on developers, lack of regulatory understanding, and limited government resources. The findings emphasize the urgent need for stronger regulatory enforcement, improved institutional coordination, and greater public awareness to promote sustainable tourism development. Recommendations are provided to enhance the effectiveness of licensing systems and to ensure that tourism growth aligns with legal and environmental standards.

Keywords: Tourism Development; Licensing Issues; Spatial Planning; Environmental Law; Regulatory Enforcement; Sustainable Tourism; Hibisc Fantasy Park.

1. Introduction

The tourism sector makes a significant contribution to national economic growth, job creation, and improving community welfare. The development of tourist destinations needs to be carried out in a planned manner and accordance with

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applicable legal provisions. One important aspect in the development process is the licensing system, which not only reflects the legality of a development activity but also becomes an instrument to control environmental, social, and spatial impacts. In Indonesia, the licensing process for tourist destination development involves various stages, starting from the Conformity of Space Utilization Activities (KKPR), Environmental Impact Analysis (AMDAL), to Building Approval (PBG) (Kirana, 2024).

In practice, the licensing system often faces challenges, both in procedural and implementative aspects. One case that highlights these complexities is the development of Hibisc Fantasy Park located in Tugu Selatan Village, Cisarua District, Bogor Regency, West Java Province, Indonesia. This tourist destination is the result of a collaboration between PT Jaswita Lestari Jaya and PT Perkebunan Nusantara (PTPN) VIII. Although this project has gone through the formal stages of licensing, namely the submission of the Conformity of Space Utilization Activities in December 2022, the Issuance of Environmental Impact Assessment, in November 2023, and the granting of Building Approval in January 2024, the realization of Development in the field shows a significant discrepancy between the permits obtained and the extent of Development carried out (Krisiandi, 2025).

The Building Approval only allows for 4,238 square meters of construction, while the facts on the ground show that construction has reached 21,000 square meters. This means that around 16,900 square meters of built-up area did not have an official permit. These violations triggered decisive actions from the Bogor Regency Government as well as the West Java Provincial Government, including the suspension of operations and demolition of a number of facilities. This case raises deep questions about the effectiveness of local government oversight, the responsibility of businesses in complying with licenses, and potential loopholes in the bureaucratic process of licensing itself (Setiawan, 2025b). Based on this background, there are the main problems that need to be analyzed in depth. First, what is the licensing process taken in the development of Hibisc Fantasy Park and whether all administrative stages have been carried out according to regulations. Second, it is necessary to explore the forms of discrepancies between the permits granted and the actual development activities in the field. Third, the factors causing violations in the licensing process are also crucial, whether they come from the negligence of business actors, weak supervision, or indecisiveness in enforcing regulations. Fourth, it is important to evaluate the extent of the role and responsibility of local governments in the process of supervision and enforcement of tourism sector development regulations.

This research was conducted using a normative approach and literature review to understand the dynamics of licensing in the tourism sector. Through normative

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studies, this research analyzes applicable legal norms and policies related to licensing, and evaluates their compliance with the principles of transparency, accountability, and sustainability. Meanwhile, literature studies were conducted by reviewing relevant literature and documents to identify the root causes of problems and formulate policy recommendations that can improve the licensing system to be more effective and efficient.

2. Literature Review

The development of tourism destinations is an important factor in regional economic growth, but the licensing process often poses significant challenges. The case of Hibisc Fantasy Park in Puncak, Indonesia, highlights several key issues related to the complexity of tourism development licensing:

- **Inappropriate Licensing Process:** The construction of Hibisc Fantasy Puncak began with an application from PT Jaswita and PT Perkebunan Nusantara (PTPN) through an operational partnership. In December 2022, they submitted a Spatial Utilization Activity Compliance (KKPR) application to the Public Works and Spatial Planning Agency (DPUPR) of Bogor Regency. However, the Environmental Impact Analysis (AMDAL) document was only issued in November 2023 by the Environmental Agency (DLH). The Building Permit (PBG) was issued in January 2024, even though the area of the building constructed exceeded the permitted area, which was 21,000 m² compared to the permitted 4,138 m² (Point Of View Indonesia 2025).
- **Land Use Conversion and Environmental Impact:** The construction of Hibisc Fantasy Puncak involves the conversion of tea plantation land in a conservation area. This contradicts Presidential Regulation No. 60 of 2020 on the National Spatial Planning Plan and Law No. 32 of 2009 on Environmental Protection and Management. Land use conversion without adequate permits can cause ecosystem damage and increase the risk of natural disasters such as landslides and floods (Salma Hn, 2025).
- **Complexity of Inter-Agency Coordination:** The permitting process typically involves multiple government agencies, such as spatial planning offices, environmental agencies, and tourism authorities. Inadequate coordination between these agencies can lead to inconsistencies, delays, and gaps in enforcement, as seen in the case of Hibisc Fantasy Park, where construction exceeded the permitted area (Awaludin, 2025).
- **Weak Government Oversight:** Effective oversight is essential to ensure that development complies with issued permits. Weak oversight by local governments, often due to limited resources or unclear jurisdictional boundaries,

allows for violations such as the unauthorized expansion of tourism facilities (Humas DPRD Jabar, 2025).

- **Economic Pressure on Developers:** Developers often face strong economic incentives to maximize land use and expand facilities beyond permitted limits to increase revenue. Such pressure can lead to deliberate permit violations unless addressed through strict regulatory enforcement and substantial penalties (F.Sindisari, 2025).
- **Recommendations for a Better Permitting System:** The Hibisc Fantasy Puncak case highlights the importance of a transparent, efficient, and sustainability-based permitting system. Reforms in the permitting process, strengthened oversight, and consistent enforcement of the law are necessary to prevent similar violations in the future. Additionally, community participation in the planning and oversight of development must be enhanced to ensure that tourism development does not harm the local environment and social fabric (Setiawan, 2025a).

This literature review provides an overview of the challenges faced in managing tourism destination licensing in the Puncak area of Bogor. The Hibisc Fantasy Puncak case study serves as an important lesson in efforts to create a better and more sustainable licensing system. The Hibisc Fantasy Park case underscores the urgent need for reforms in licensing administration, enhanced inter-agency cooperation, and greater community participation in oversight activities.

Based on Indonesia's national laws and regulations, such as the Pancasila Philosophy and the 1945 Constitution, development must adhere to the principles of democracy, responsible environmental management, and protection of community rights, ensuring that tourism growth benefits not only the economy but also society and the environment as a whole.

3. Methodology

This research uses a qualitative method with a juridical-empirical approach, discussing licensing issues in the development of tourist destinations through a case study of Hibisc Fantasy Park in Puncak, Indonesia

3.1. Literature Study

The first step in this research is to conduct a literature study to collect relevant theories, legal concepts, and regulations related to the licensing process of tourist destination development. Sources of literature include books, scientific journals, academic papers, laws and regulations, and government policy documents related to spatial planning, environmental protection, and building licensing.

3.2 Analysis of Legislation and Legal Documents

Researchers analyzed important regulations such as Law No. 26/2007 on Spatial Planning, Law No.32/2009 on Environmental Protection and Management, and Government Regulation No. 16/2021 on Building Licensing. This analysis aims to understand the legal basis of licensing that must be fulfilled in the development of tourist destinations, as well as supervisory obligations by local governments.

3.3 Identification of Licensing Issues

This research identifies and defines licensing issues that occur in the development of Hibisc Fantasy Park, including discrepancies between permits obtained and the realization of development in the field. This identification is carried out by analyzing licensing documents, related agency reports, and other relevant secondary data.

3.4 Theoretical Framework

Based on the literature study and legal analysis, the researcher developed a theoretical framework regarding ideal licensing governance, sustainable development principles, and the concept of good governance in the tourism sector. This framework is used to guide the analysis of field findings and explain the relationship between licensing regulations, government supervision, and project manager compliance.

3.5 Qualitative Methods

Qualitative methods were used to analyze secondary data, including licensing documents, supervisory audit results, media reports, as well as indirect interviews from reliable sources regarding the Hibisc Fantasy Park case. This approach aims to deeply understand the dynamics of licensing violations without conducting surveys or questionnaires.

3.6 Data Analysis

The data collected was analyzed descriptively-qualitatively by categorizing the findings based on the types of violations, causal factors, and legal and environmental implications. The researcher then compares the findings with the theories and regulations that have been analyzed to draw valid conclusions.

3.7 Inference

Based on data analysis, the researcher draws conclusions about the factors that cause licensing problems in the development of Hibisc Fantasy Park, as well as the implications of these violations for spatial planning, the environment, and legal certainty in the local area.

3.8 Recommendation

This research provides recommendations to improve the governance of tourist destination development licensing, strengthen the supervision system, and encourage legal compliance in an effort to support sustainable tourism development in Indonesia.

In using the juridical-empirical method and qualitative approach, researchers ensure that all data used comes from official, objective and relevant sources, in order to produce a comprehensive and meaningful analysis.

4. Results and Discussion

4.1 Licensing Process and Forms of Non-Conformity Occurring in the Development of Hibisc Fantasy Park Tourism

The development of tourist destinations such as Hibisc Fantasy Park requires strict licensing procedures to ensure that every aspect of development follows applicable regulations, both in terms of environmental, social and spatial aspects. The licensing process undertaken by Hibisc Fantasy Park reflects the complexity faced by tourism managers in meeting various government regulations.

The licensing process undertaken by Hibisc Fantasy Park begins with the Conformity of Space Utilization Activities, which is the first step in ensuring that development activities are in line with the regional spatial plan. This Conformity of Space Utilization Activities was submitted in December 2022 and serves to ensure that the project to be built does not conflict with the spatial policies implemented by the local government. This process is in accordance with the provisions contained in Law Number 26 of 2007 concerning Spatial Planning, which regulates the utilization of space and land use in a sustainable and planned manner (Redaksi, 2025).

Once the Conformity of Space Utilization Activities is approved, the next step is the preparation of an Environmental Impact Assessment. This process is an obligation stipulated in Law No. 32/2009 on Environmental Protection and Management, which requires every development activity that has the potential to cause a major impact on the environment to analyze the impact. In the case of Hibisc Fantasy Park, the Environmental Impact Assessment document was issued in November 2023 by the Bogor District Environment Office, and examines the environmental impacts that may occur due to the construction and operation of the tourist attraction. The process involved a comprehensive scientific review, including an assessment of the local ecosystem, air quality, and possible disruption to surrounding communities (Prihatin, 2025).

The third step in licensing is the issuance of Building Construction Approval, which is a permit to erect a building in accordance with specifications and conditions that have been approved by the authorities. Based on West Java Provincial Regulation No. 5/2017 on Business Licensing in the Tourism Sector, the Building Construction Approval was granted in January 2024 for an area of 4,138 square meters. The Building Construction Approval aims to ensure that the construction meets the safety, technical and security standards set by the local government. However, although the Building Construction Approval has been issued for a limited area, the

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reality on the ground shows that the construction carried out violates the permit conditions, with the total building area reaching 21,000 square meters. This shows a discrepancy between the permit granted and the implementation on the ground, which violates Government Regulation No. 16/2004 on Licensing in the Building and Construction Sector (Hilirisasi, 2021).

Violations of uni licenses indicate gaps in the supervision system and weak implementation of regulations. Although the manager has obtained a valid permit, the demolition of buildings that violate the provisions shows that supervision from the local government is less than optimal. The Bogor District Government, through the Spatial Planning and Urban Planning Office, is forced to take action against buildings that are not in accordance with the permits that have been issued, as stipulated in Law Number 26 of 2007 concerning Spatial Planning, which requires action against violations of the use of space that is not in accordance with its designation (Munawaroh, 2023).

Overall, although the licensing process carried out by Hibisc Fantasi Park has been in accordance with existing regulations, violations of the provisions of the built-up land area and the lack of effective supervision indicate the importance of further evaluation of the development supervision and control system. A good licensing process must be balanced with strict supervision so that the objectives of licensing regulations, namely to maintain development sustainability, protect the environment, and increase legal certainty, can be maximally achieved. In addition, better synergy is needed between local governments and tourism managers in ensuring that development runs in accordance with the permits that have been granted (Hifni, Mohammad Irwanto, Irwanto Bangsa, Universitas Bina Serang, 2025).

4.2 Factors Causing Violations in the Licensing Process

Violations in the licensing process in the development of tourist destinations such as Hibisc Fantasy Park can be influenced by various interrelated factors. These factors involve aspects of permit management, government oversight, and decisions made by project managers. The violations that occurred, such as construction that exceeded the area permitted by the Building Construction Approval permit, indicate gaps in the licensing and supervision system that need to be further evaluated. Some of the main factors that lead to violations in the licensing process are as follows:

1. Lack of effective supervision from the local government

One of the main factors leading to violations in the licensing process is the lack of effective supervision by local governments during project implementation. Although permits have been granted, weak supervision allows for violations on the ground (Widiarti, Istianty, and Aulina, 2019). In the case of Hibisc Fantasy Park, although the permit had been granted for a specific land area, the construction on the ground showed that the project exceeded the limit of the granted permit, with the total building area reaching 21,000 square meters, more than five times the approved area.

This discrepancy indicates that the supervision of the Bogor District Spatial Planning and Urban Planning Agency during the construction phase was not strict enough to detect and stop the violation in time (Suharyo, 2017). Law No. 26/2007 on Spatial Planning emphasizes the importance of monitoring the use of space that has been regulated in spatial planning regulations. The imbalance between supervision obligations and implementation in the field suggests that regulations on supervision need to be strengthened to prevent costly violations from occurring.

2. Weaknesses in the Inter-Agency Coordination System

In this case, the licensing for Hibisc Fantasy Park involved several agencies, including the Environmental Agency, the Spatial Planning Agency, and the Regional Spatial Planning Coordinating Board. Misalignment between agencies can lead to errors in granting permits or incomplete supervision. The Bogor District Government, in this case, needs to improve coordination between agencies to ensure that all licensing processes are consistent. Government Regulation No. 16/2004 on licensing in the Development and Building Sector stipulates the importance of coordination between relevant parties in granting development permits to ensure compliance with applicable regulations (Tjitrawati, Amalia, and Hamdan, 2022).

3. Economic Interests and Project Manager Ambition

Another factor influencing violations is pressure from economic interests and the ambition of project managers to increase tourist attractiveness. In many cases, project managers may be motivated to violate permit conditions to accelerate development and increase the economic potential of tourist destinations (Firdausy, Carunia Mulya Suryana, Achmad Nugroho, Riant Suhartoko, 2019). The ambition to expand land and tourist facilities is often the reason behind the decision to exceed the granted permit. This is exacerbated by the fact that Hibisc Fantasy Park is a potentially lucrative tourist destination, so managers may feel compelled to increase the scale of the project even if it conflicts with the granted permit (Sutarta, 2025). The decision to expand the development area without a valid permit reflects non-compliance with existing regulations, which could lead to long-term impacts on the sustainability of the project itself as well as its impact on surrounding communities and the environment (Dinilhaq, 2024).

4. Manager's Ignorance or Incomprehension of Licensing Regulations

Another factor that often causes violations in the licensing process is the manager's ignorance or lack of understanding of the applicable licensing regulations. Although the applicable licensing procedures are quite clear, there is still a chance that the project manager does not fully understand the existing provisions or may consider them unimportant (Birokrasi, 2024). In this case, the The Hibisc Fantasy Park project manager may not be fully aware of the legal impact of violating the terms of the permit that has been granted. Law No. 30/2014 on Government Administration

stipulates that every party involved in government administration, including licensing, must understand and comply with existing legal provisions. For this reason, local governments need to conduct more intensive socialization regarding licensing regulations and the legal consequences of violations, both for project managers and the general public.

5. Limited Government Resources in Supervision

The limited resources of local governments in terms of supervisory personnel can also contribute to violations in the licensing process. Local governments often face challenges in terms of limited human and financial capacity to conduct thorough supervision of all existing development projects (Prof. Dr. Tatiek Sri Djatmiati, 2025). As a result, large projects such as the Hibisc fantasy park that involve large investments can more easily violate permit restrictions without being detected for a long time. This reflects the importance of improvements in the supervisory capacity of local governments to handle the growing number of tourism development projects. Government Regulation No. 16 Year 2004 on Licensing in the Development and Building Sector stipulates that supervision of development projects should be conducted periodically and thoroughly to ensure compliance with applicable provisions (Maria Anne Febriani Tambuk, Sukardan Aloysius, and Darius Mauritsius, 2023).

4.3 Roles and Responsibilities of Local Governments in Licensing Supervision and Enforcement of Tourism Development Rules

The development of the tourism sector, especially tourist destinations such as Hibisc Fantasy Park in Puncak, is highly dependent on clear regulations and effective supervision from the local government. The local government, as the party that has the authority to regulate and supervise development, plays a vital role in ensuring that every development project is carried out in accordance with the provisions of the applicable laws and regulations.

In the context of the development of Hibisc Fantasy Park, the violations of the licensing provisions that occurred highlight the importance of the active and responsible role of the local government in licensing supervision and enforcement of tourism development rules. Some of the key roles and responsibilities of local government that are relevant in this regard are as follows:

1. Supervision of the Licensing Process

Local governments have the authority to oversee and ensure that the licensing process is carried out in accordance with the correct procedures. This includes granting permits that are in accordance with the spatial plan, environmental impact assessment (AMDAL), as well as other necessary permits. In the case of Hibisc Fantasy Park, although the permits granted cover a number of regulations, such as the Conformity of Space Utilization Activities (KKPR) and Building Approval (PBG), stricter supervision is needed to avoid violations such as the one that

occurred, where the development exceeded the permitted land area. As a preventive measure, local governments need to ensure that every stage of licensing is followed by consistent supervision, from the planning, construction, to operational stages (Simamora and Andrie Gusti Ari Sarjono, 2022). In this case, effective supervision also requires the involvement of various related agencies such as the Spatial Planning Agency, the Environmental Agency, and the Regional Spatial Planning Coordinating Board (BKPRD). This refers to Government Regulation No. 16/2004 on Licensing in the Development and Building Sector, which mandates that licensing supervision be carried out by involving competent agencies (Eriadi, 2012).

2. *Law Enforcement on Licensing Violations*

Local governments have a great responsibility in enforcing the law against licensing violations that occur. In the case of Hibisc Fantasy Park, violations such as development that exceeds the approved area are a form of non-conformity that can damage the spatial order and surrounding ecosystems. Therefore, the enforcement of tourism development rules is not only related to the granting of permits, but also to the ability of local governments to take firm action against any violations that occur. According to Law No. 30/2014 on Government Administration, every administrative decision taken by the government must be accompanied by strict enforcement action if there is non-compliance with the regulations. In this case, the local government should be able to take actions such as temporary suspension of construction, administrative fines, or demolition of buildings that do not comply with the permit (Maulana, 2025). In addition, in the case of more serious violations, such as environmental damage or unauthorized changes to land use, further legal action can be taken. Clear and strict enforcement serves as a deterrent to project managers and also to others who may consider violating the existing rules. This enforcement should be done transparently and without favoritism, to maintain the integrity of the licensing system and ensure that the goal of sustainable tourism development is achieved.

3. *Evaluation and Revision of Licensing Policy*

Local governments are also responsible for evaluating and revising existing licensing policies. This evaluation process is crucial to adjust the regulations to the dynamics of the evolving tourism sector, as well as to plug loopholes in the licensing system that may be abused.

Based on West Java Provincial Regulation No. 5 of 2017 concerning Business Licensing in the Tourism Sector, the local government should periodically evaluate the implementation of licensing regulations and supervision of tourism sector development. This evaluation includes a review of licensing procedures that may need to be adjusted to the development of the tourism sector and potential violations that often occur (Sukamdani, 2022). One of the things that needs to be evaluated is

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the supervision procedures in the field, which may still be weak and need to be strengthened to avoid cases of violations such as those that occurred at Hibisc Fantasy Park

In addition, in order to improve regulatory compliance, local governments need to strengthen the socialization of licensing regulations to project managers and the general public. Effective socialization will help increase understanding of the importance of compliance with existing laws and regulations and reduce the potential for violations.

5. Conclusions

The licensing process for Hibisc Fantasy Park began with the submission of a Spatial Utilization Activity Compliance (KKPR) in December 2022, followed by an Environmental Impact Assessment (AMDAL) in November 2023, and a Building Permit (PBG) in January 2024. However, on-site implementation revealed significant discrepancies: out of the 14 buildings permitted, covering an area of 4,138 m², there were 35 buildings with a total area of 21,000 m², exceeding the approved permit by 16,900 m². This violation led to the demolition of several buildings by the Satpol PP and the planting of trees to restore the ecological function of the area. Factors contributing to the violation include inadequate effective oversight by the local government, weak inter-agency coordination, the economic ambitions of the project managers, lack of awareness of regulations by the managers, and limited government resources for oversight. The legal implications of this case include violations of Law No. 26 of 2007 on Spatial Planning and Law No. 32 of 2009 on Environmental Protection and Management, which regulate land use and environmental impacts. These violations also highlight weaknesses in the oversight and enforcement systems within the tourism sector. The strengths of Hibisc Fantasy Park's permits lie in the fulfillment of initial administrative procedures, such as KKPR and AMDAL. However, its weaknesses include inconsistencies between the permits granted and their implementation on the ground, as well as a lack of effective oversight. Policy recommendations include strengthening oversight and enforcement against permit violations, improving coordination among relevant agencies, enhancing the capacity of local government human and financial resources for oversight, and disseminating permit regulations to project managers and the general public. Additionally, an evaluation and revision of permit policies are needed to align with the dynamic development of the tourism sector and close loopholes that could be exploited.

Acknowledgments

The authors thank the anonymous reviewers and editor for their valuable contribution.

Funding

This research received no specific grant from any funding agency in the public, commercial, or not-for-profit sectors. This research is not funded by any party and it uses the author's personal analysis.

Author Contributions

All the authors contributed to the drafting of this journal, with analysis and ideas shared. The first author contributed ideas, thoughts, research references and basic conceptor, the second author contributed as conceptor, and translator.

Disclosure Statement

The authors have no competing financial, professional, or personal interests from other parties. By creating this paper, the author only intends to publish an analysis of the author.

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