

Reactualization of Tourism Destination Management Policy: Good Practices from Indonesia

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Abstract

The Biak Numfor Regency Tourism Office, Indonesia has established a policy to categorize or label selected tourist destinations into superior destinations to facilitate supervision and increase tourism competitiveness, increase regional economic growth, increase the quantity and quality of regional infrastructure, and improve community welfare. This research, which was conducted in Biak Numfor Regency, determined ten destinations in the category of leading tourist destinations. This descriptive-qualitative-explorative research aims to obtain data and information from community members and tourism destination managers by using observation and interview techniques. The actualization of the leading tourist destination management policy in Biak Numfor is based on tourism supporting elements, namely People, Planet, Property abbreviated as 3P and four aspects of tourism management namely Attraction, Amenities, Access, and Ancillary, abbreviated A4. The results showed that several A4 elements did not work well, namely people, attraction, and ancillary. Meanwhile, the elements of the planet, prosperity, amenities, and access have been actualized, although in some tourist destinations the achievement of indicators is still not optimal. If we look closely, in Biak Numfor Regency, 3P and 4A can only work well if there is support from below through the

community (bottom-up) and from above through the government (top-down). The actualization of tourism destination management policies proves that the actors who should play the most role are the government and the community. Although there is also support from the private sector and some local communities who care about tourism. The roles of the actors still seem to function partially and have not been bound by a clear work plan for their task. Three determinant factors affect tourism management, namely *Ulayat* land rights, community mindsets, and synergistic cooperation between stakeholders. Therefore, it is necessary to actualize policies that regulate land litigation in Biak, policies to improve the quality of Human Resources that can compete and collaborate with various actors who can sustainably develop the tourism sector.

Keywords: *Policy Reactualization, Leading Tourism Destinations, 3P and 4A Management.*

Introduction

Administratively, Biak Numfor Regency is in the administrative area of Papua Province. Its area is dominated by a water area of 19,591.63 Km² with a land area of only about 2,602 Km² and is divided into 19 districts with a total of 257 Villages/Kelurahan. Referring to the National Spatial Plan (RTRW), regional development in Biak Numfor Regency 2011-2031 is directed at developing areas for production forests, agriculture and animal husbandry, fisheries, mining, industry, and tourism. The directive is intended for the use of space for the development area of the Tourism and Fisheries sector, as well as the nationally protected forest in the form of the North Biak Nature Reserve. This means that the Biak Numfor Islands Regency must maintain and maintain Tourism Potential, Marine Potential, as well as maintain and preserve Nature Reserves that are designated as national protected areas.

Tourism is a sector that has the potential to be developed as a source of regional income in Biak Numfor Regency because it is expected to contribute to the provision of jobs, be able to empower women and young people through creative works, and play a role in poverty alleviation efforts through empowering micro, small and medium enterprises. The number of villages that are more than 200 where there are 83 tourist destinations, of course, makes it difficult for local governments to control and supervise. Therefore, the Regional Government, represented by the Tourism Office as the leading sector and one of the stakeholders who provide regulations for the development of the tourism sector, establishes policies to categorize or label several selected tourist destinations as leading destinations. In addition to aiming to facilitate control and supervision, this policy is also aimed at increasing tourism competitiveness, increasing regional economic growth, increasing the quantity and quality of regional infrastructure, and providing benefits for improving people's welfare.

Literature review

Management policies are based on regular or systematic efforts, rational and accountable for their outputs and outcomes for the public interest (C Michael Hall, 2011; Colin Michael Hall, 2005; Swanson & Brothers, 2012). Management policy is a series of activities that include planning, mobilizing, organizing, and supervising in achieving goals that are supported by

various factors such as labor, costs, materials, equipment, work processes, marketing, or services effectively and efficiently (Dredge & Gyimóthy, 2017; Gelcich et al., 2006; Swanson & Brothers, 2012) a certain locus.

The locus on tourism destinations is focused on management policies in tourist destinations in Biak Numfor Regency. Tourist destination areas, hereinafter referred to as Tourism Destinations or Tourist Attractions Object (TAO) are geographical areas located within one or more administrative areas in which there are tourist attractions, public facilities, tourism facilities, accessibility, and communities that are interrelated and complimentary for the sake of realization of the stated goals.

Some experts (Bare et al., 2020; Camilleri, 2018; Hermawan et al., 2019; MacKenzie & Gannon, 2019; Said et al., 2017; Samad et al., 2018) agree that the focus and locus of developing tourism destinations must include the main components, namely: 1) Attractions, including nature, culture, events, artificial such as zoos, museums, and the like. 2) Accessibility, everything that supports accessibility such as transportation systems, transportation routes, airport facilities, terminals, and modes of transportation. 3) Amenities, including supporting facilities for the tourism industry, such as accommodation, catering services, travel agencies, money exchange facilities, and the like. 4) Ancillary Services (Supporting Facilities), such as banks, hospitals, post offices, telecommunications, and the like.

Research methods

The research located in Biak Numfor Regency includes ten TAO in the category of nine leading destinations in Biak, namely Bird Park & Orchid Garden, Wari Beach, Tanjung Saruri, Old Padwa Cemetery, Binsari Japanese Cave, Samberpasi, Wafsarak Waterfall, Samber-Binyeri Beach, Anggopi Beach, and Raja Tiga Dorei. This research focuses on two things. First, it focuses on the processes and forms of tourism management that have been actualized, especially on the 3P (people, planet, and property) and 4A (attraction, amenities, access, and ancillary services) aspects. Second, it focuses on processes and forms of environmental conservation that have been actualized.

Researchers participate directly in research using qualitative approach methods (Pathak et al., 2013; Pistrang & Barker, 2012), so that information is obtained directly from the community and tourist destination managers. Using the nature of exploratory qualitative descriptive research to be able to explore broadly the causes or things that affect the occurrence of something (Arikunto, 2013). The main research instrument is the researcher himself who goes directly to each tourist destination or TAO, both in the grand tour question, focused and selection stage, collects data, analyzes, and draws conclusions. Researchers also conducted observations and interviews. Data collection was carried out in natural settings (natural conditions), primary data sources, and data collection techniques were mostly on participant observation, in-depth interviews, and documentation. The entire data obtained will be analyzed according to the data analysis technique of Miles et al., (2014). Data analysis is carried out interactively and takes place continuously until complete so that the data is saturated. Activities in data analysis are data condensation, data display, and conclusion: drawing/verification.

At the data condensation stage, there is a process of data selection, simplification, and abstracting and transforming the data contained in field notes and transcripts during the research which makes the data obtained stronger. The second stage is data presentation, by compiling organized, compressed, and diverse information that allows drawing conclusions and re-actualization at the research locus. Data condensation and data presentation are reciprocally related. The third stage is drawing conclusions and verification from data collection to interpreting the patterns that occur, elaboration, causes, and propositions that are born. Conclusions were drawn by paying attention to the presentation of data and data condensation to produce regularity in the preparation of data and information regarding the actualization of tourist destinations or TAO management policies in Biak Numfor Regency.

Results and Discussion

The implementation and actualization of the leading tourism destination or TAO management policy in Biak Numfor Regency are based on the results of the exploration of tourism supporting elements, namely 3P (People, Planet, Property) and 4A (Attraction, Amenities, Access, and Ancillary).

The people or human element is the obligation to pay attention to what tourists want by inviting them to participate in local community activities. The planetary element is obliged to care for and protect the environment or tourist attractions. Then, the element of prosperity, namely the obligation to pay attention to the economic values of a tourist destination and its impact on the local population of the tourism destination (Lemy et al., 2019).

Attraction is anything that can attract tourists to visit an area that is not only due to natural beauty and cultural heritage, it can also come from human creativity, both in the form of entertainment venues, festivals, and others. Elements of amenities are defined as tourism supporting facilities that pay attention to the comfort of tourists. The two previous elements need to be supported by adequate access or accessibility such as transportation, distance, and access to tourist destinations. The element that also complements the previous element is ancillary which relates to the availability of an organization to manage the tourist destination. Based on the results of the study, it appears that there are still some elements that are not working well, namely elements of people, attraction, and ancillary. Meanwhile, the elements of planet, prosperity, amenities, and access have been running, but in some tourist destinations, the supporting factors are still not optimal.

The lack of implementation of the people element (the obligation to pay attention to what tourists want by inviting them to participate in local community activities) is because there are no visible activities that involve visitors and the local community or local community be directly involved. The involvement of visitors, in several tourist destinations, can be seen during tourist events. Efforts to preserve culture, which is also included in the people category, are not felt by visitors, in the sense that there are no visible characteristics of Biak culture in tourist destinations, as well as customary rules in tourist destinations.

The element of attraction which is everything that can attract tourists to visit is only strong in the category of natural beauty but is not comparable to the attraction to a variety of

arts and cultures. Attractions in tourist destinations cannot even be found by visitors on normal days. In some tourist destinations, attractions are displayed usually if there is a request from visitors to welcome guests or only during tourism events.

Ancillary elements related to organizational structure and clear division of tasks and functions are still minimal. Indeed, every tourist destination has a manager. However, the manager in question has not yet entered the type of professional manager where the organizational structure and division of tasks are clear. In the sense that the managerial system has not run optimally. In several tourist destinations, such as Wari Beach, Tanjung Saruri, Wafsarak Waterfall, Raja Tiga, the landowner who acts as both manager and keeper is the owner of the land. If you need help from other people, usually the owner asks for help from people or close relatives with wages that are adjusted to the ability of the landowner and have been approved by the person who asked for help. This relationship is purely a relationship of trust because it is based on kinship without any professional relationship.

So far there have been 10 Tourism Awareness Groups (TAG) that have been formed in several tourist destinations in Biak, but when the research was conducted on tourist destinations, informants from the community said that the existing groups had not run optimally due to lack of socialization that met their needs and expectations. In the community, even in tourist destinations such as Goa Japan and Wafsarak Waterfall, local managers claim to have compiled their membership in TAG, but it has not been approved by the government until now. Meanwhile, the Samberpasi tourist destination can be considered different from other tourist destinations because in this location specifically, the tourist destination is not the customary or *Ulayat* ownership rights of the local community, but already belongs to TAG. All activities within the scope of tourism are the responsibility of TAG.

The provision of facilities (amenities) such as toilets, clean water, *para-paras*, trash cans, and parking lots are standard facilities that are always available in every tourist destination in Biak. Although in some tourist destinations the availability of trash cans is limited so that tourists' trash can still be seen piled up in one place or even scattered everywhere even though there has been an appeal from local managers to throw garbage directly in the trash. For example at Wari Beach, Tanjung Saruri, Wafsarak Waterfall, Anggopi and Samber Binyeri. Then, the setting of tariffs or levies at tourist destinations differs from one TAO to another, but most of the entrance fees to tourist destinations are included with parking fees. This levy is still determined by the manager of the tourist destination and the income generated from this levy has not yet entered the local government treasury, but is returned to the community to be reprocessed. For Anggopi Beach, the entrance fee, which includes the parking fee, is determined by the local village government, but the people involved in the management of Anggopi Beach agree to provide all the funds for the construction of the church in their village. Meanwhile, for the Bird Park and Orchid Park attractions, the tariff is determined directly by the West Papua Provincial Government. At this destination, tourists are charged additional fees for using available facilities such as toilets, boarding houses, and lodging.

Access element, there are land roads that can be accessed by vehicles such as motorbikes, cars, to large vehicles such as buses and trucks. Road routes can also be accessed by public transportation such as taxis and motorcycle taxis. Although in some locations the road

conditions are still rocky and potholed, such as the road leading to the tourist destinations of Anggopi Beach and Samber-Binyeri Beach. Then, access to sea transportation in tourist destinations whose access can only be reached by sea transportation modes such as Samberpasi has been provided by the Department of Transportation in the form of sea-crossing services (sea tolls) to tourists destinations and ship docks in tourist destinations.

The planetary element (the obligation to care for and protect the environment or tourist attractions) has been going well in every tourist destination. This is marked by a tourist environment that is still beautiful and well-maintained with many trees around tourist destinations. Managers or custodians of tourist destinations still consider the effects of environmental balance when developing or expanding tourist destinations. The management of tourist destinations has also involved local communities so that it directly supports the improvement of their economic welfare (prosperity). Community participation is seen in maintaining tourist destinations, as entrance officers, as a para-paras provider, selling betel nut, light snacks, providing seed rental, and providing handicraft creations. There are many people selling betel and snacks if the conditions of visitors to tourist destinations are also many.

The interest of tourists visiting tourist destinations is mostly for recreation/vacation. The time and frequency of visits vary quite a bit and most tourists have visited the same tourist destination more than once within 3-6 months of their last visit. Information about tourist destinations is quite diverse, but most often obtained through or from information from friends/relatives, then through social media. In addition, there is a tendency for tourists to first visit other tourist destinations after or before visiting the nine leading tourist destinations in Biak.

There are several actors involved in the actualization and implementation of tourism destination policies in the Biak Numfor Regency, namely the government, the community, and interest groups. Local government by involving various Regional Apparatus Organizations (RAO) such as the Tourism Office, Transportation Service, Public Works Service, Cooperatives and Small and Medium Enterprises Service, Fisheries and Marine Service which play a role in providing education to tourism actors as well as assistance with supporting facilities and infrastructure to destinations tour. Meanwhile, the community members involved are visitors to tourist destinations, managers or guardians of tourist destinations, and people who live around tourist destinations. Then, the interest groups involved are actors who provide entertainment and MICE (Meetings, Incentives, Conferences, Exhibitions) such as hotels, cafes, and restaurants, as well as communities that participate in the development and promotion of tourist destinations (Colin Michael Hall, 2005; Nur et al., 2019).

Preservation of culture which is included in the people category is not so felt for tourists, in the sense that there is no visible characteristic of Biak culture in tourist destinations, as well as customary rules in tourist destinations. When researchers conducted interviews with managers or custodians of tourist destinations, it was stated that 9 out of 10 tourist destinations that were the focus of research were part of the customary or *Ulayat* locations of the indigenous Biak community. A simple example of using the local language. There is no introduction of the Biak language to visitors or tourists in the form of announcements or information. The most

common language is Indonesian and then English. Characteristics in the form of carvings typical of Papua are also minimal in tourist destinations.

It can be seen that from the ten research locations, it was found that the main factors underlying the interest and desire of tourists to visit Biak were due to the natural beauty, cultural and historical heritage of the area. According to the observations of researchers, usually, the number of visitors to a tourist destination increases if there is a new unique tourist destination, for example with the development of the Raja Tiga tourist destination. This tourist destination has been around for a long time, but its reverberations have only been felt since 2017. Even though it is new, if you look at the graph the number of tourists to this tourist destination is greater than other TAO. Although attractions in tourist destinations are only displayed if there is a request from visitors to welcome guests or when there is a tourism event, the Regional Government, especially the Tourism Office, has been active in carrying out the annual Biak Munara Wampasi (Biak Munara Wampasi) tourism event since 2013 which is coupled with art activities. other cultures as well as organizing religious events (Christianity) involving the participation of the Biak community. Meanwhile, the environment in tourist destinations that are still beautiful and well-maintained can be seen from the number of trees that are maintained as a sign that managers or guardians still consider the effects of environmental balance when developing or expanding tourist destinations.

The existence of a tourist destination can cause a domino effect on residents or communities around tourist destinations, one of which is in terms of economic income (Nur et al., 2019; Said et al., 2017). The involvement of the surrounding community in tourist destinations is supported by tourism managers. Thus, the surrounding community can have income from their daily work such as fishermen, farmers, housewives, and office workers. The involvement of communities around tourist destinations automatically increases their dependence on tourist destinations. This dependence usually causes the community to have a sense of obligation to jointly maintain what is owned in the tourist destination so that they are finally able to empower themselves and increase their innovation and creativity which is valuable to maintain and develop the tourist destination.

Local people also realize that the tourist destinations they manage or maintain are a source of additional income, so they must be preserved and cared for properly. Not only keeping it still shady and beautiful with growing trees but also cleaning the tourist environment which usually leaves garbage from tourists. The results of researchers' observations of various tourist destinations in Biak can be stated that although there is some assistance from the private sector to tourism managers as a form of developing TAO, this assistance does not affect the condition of the community, culture and environment and the local community. The reason is that basically, the local community is willing to accept any assistance from outside parties as long as there is no interference in the management of the tourist destination and the assistance has an impact on the welfare of the community and does not damage the ecosystem and the natural form of the environment in the tourist destination and its surroundings.

The availability of facilities at tourist destinations in Biak does not appear to be "Moslem friendly" because there are no religious facilities for Muslim communities such as prayer rooms. In fact, according to Population and Civil Registry data in 2020, there are around 23,488

Muslims or around 16 percent of the total population of Biak (ArcGis Web Application, 2020). This study assumes that the availability of worship facilities for the Muslim community can prolong the visiting time of tourists to tourist destinations. Moreover, the distance of the tourist destination which is the locus of research is quite far from the city center of Biak Numfor. When visitors want to enjoy the sunset at a tourist destination, during their waiting time or stay, they need worship facilities. This can be a new tourist attraction in every tourist destination because generally, tourists visit more in the morning until noon or in the afternoon before sunset. Even though the sunset view is very beautiful in Biak, especially in tourist destinations that have beaches and cliffs or highlands. Managers can name it “Sunset Lovers” or something like that, then provide culinary tours and entertainment until the evening.

Professional relations in tourism management at the local community level in Biak Numfor Regency are tourism awareness groups or TAG (Asmoro & Da’Awi, 2020; Wijaya et al., 2018; Wirajuna & Supriadi, 2017). The existence of TAG is a forum for actualizing management policies or the management of tourist destinations, as well as an indication of the functioning or not of a planned, systematic, directed, and sustainable management system. Through TAG, it is also clear the direction and purpose of each work plan for the development of tourist destinations and at the same time directing efforts to re-write management policies of tourist destinations that are beneficial to humanity (Bare et al., 2020; Colin Michael Hall, 2005), as a manifestation of the implementation of the management function, POSDCORB (Planning, Organizing, Staffing, Directing, Coordinating, Reporting, Budgeting) at the implementation level. Recognizing the importance of TAG in managing tourist destinations, the Biak Numfor Regency Tourism Office has prepared plans to encourage community participation and improve the quality of human resources which have a positive impact on the quality of tourism management policies.

Referring to the reality at the research locus, it can be stated that although the TAG managerial system in Samberpasi has not run optimally, the existence of TAG can bring positive benefits to the development of tourist destinations, especially in the Samberpasi area. The community ultimately has the same vision, not just seeking personal gain, but profit as a group of citizens. The community has established a close cooperative relationship and has an impact on community empowerment programs to participate more in the development of the tourism sector in their area.

In the planning aspect, Manikersi TAG, which is located in Samberpasi, aims to attract more tourists to visit tourist destinations. However, the realization of the plan is highly dependent on government assistance through tourism promotion and providing access and modes of sea crossing transportation. Planning like this ultimately does not have the certainty of achieving within the planned time. The local community can only maximize the existing facilities while waiting for the development of additional facilities. The expected results also depend on the certainty of government assistance.

So far, local communities have only been able to take action by maximizing existing facilities in the form of homestays, diving facilities, and docks. Local community groups are active in increasing facilities and providing comfort to visiting tourists. With the existing homestay facilities, the length of time tourists visit will be longer and with efforts to beautify

the facilities in tourist destinations, tourists will become comfortable. Through tourism training involving Manikersi TAG from the local government, also increases tourist satisfaction. The hope is that with this service, tourists will act as personal selling or promotional media to colleagues, family, and other relatives to visit Samberpasi. Then in terms of organization, through TAG there has been a division of labor between different administrators. This division of labor is realized in a systematic organizational structure so that each party can know the details of the duties and authorities of each board. The division of tasks is divided into groups of coaches, advisors, TAG leaders, secretariats, members, and sections (Lemy et al., 2019).

The process of recruiting TAG personnel or administrators is required to involve people around tourist destinations who are willing to work voluntarily and are committed to tourism development in their area, in the sense that they are not only looking for short-term profits but also long-term benefits that can prosper the community while preserving the environment. Furthermore, with the division of tasks in TAG, it is easier for the Tourism Office to coordinate with RAO managers through the TAG Chair. Likewise the role of the TAG chairman to other administrators. The TAG Chair ultimately also acts as a liaison for vertical coordination lines and can direct any needs in tourist destinations by integrating activities that involve the participation of the surrounding community in making decisions by communicating and coordinating vertically and horizontally. Usually, the results of the coordination and direction are reported to the Tourism Office, the Village Head.

Judging from the actualization of leading tourism destination management policies, the control and supervision carried out by local governments to the community managing tourist destinations has become easier because the direction of development is clearer, so that the provision of facilities and infrastructure can be controlled, as well as the tangible benefits for the community are increasingly visible. Utilization of tourism facilities and infrastructure and their maintenance from the community as a re-actualization of tourism destination management policies through socialization and social approaches can foster creativity and innovation that is of value to the community. A realization like this is used as the basic value and value orientation of sustainable tourism destination development policies.

Conclusion

The actualization of the leading tourism destination management policy in Biak Numfor in terms of the availability of tourism 3P and 4A elements has been well realized, although the results, benefits, and impacts have not been optimal for improving people's welfare. Three determinant factors affect the actualization of tourism destination management policies. First, it relates to the issue of property rights in the area where each tourism destination is located because it is considered sacred by the local community called "*Ulayat* land", so it is often difficult to manage ownership rights by individuals or businesses institutions. Second, the distinct mindset and participation of the Biak Papuan people as part of the stakeholders in the development of tourist destinations in the region. Third, the intensity of cooperation between RAO units as stakeholders in supporting the development of tourist destinations. Therefore, the re-actualization of tourism destination management policies is a necessity in supporting the

regulation and litigation of customary lands to be developed into tourist destinations or TAO in Biak, Indonesia. Likewise, the actualization of tourism destination management policies in Biak is expected to spur the creativity and innovation of stakeholders so that they are added value and competitive as public assets that are managed professionally and sustainably.

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