

## Strategy of Local Government in Increasing The Number of Tourists on Bawean Island

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### ABSTRACT

Bawean Island has many locations with natural objects with beautiful views. beautiful natural objects are a potential that can attract tourism visits. However, this beautiful natural object has not been maximized, the number of tourists who come to Bawean Island is still less than some other areas in Indonesia. There are several aspects that can attract tourists, including tourist attractions, infrastructure, accessibility, institutions, participation, and hospitality. Therefore it is important for the government to make policies and regulations to assist stakeholders in realizing all aspects of supporting tourism with the aim of increasing the number of tourists on the island of Bawean. While the type of research used in this research is a case study. Case Studies are qualitative strategy in which the researcher explores in depth a program, event, activity, process, or one or more individuals. What is done in this research is to collect and analyze data on regulations and government policies related to tourism, especially from the number of tourist visits. It is hoped that this research will benefit from knowing what policies and plans can be developed in the future to develop the number of tourist visits on the Bawean Island.

### INTISARI

Pulau Bawean memiliki banyak lokasi dengan objek alam dengan pemandangan yang indah. Objek alam yang indah adalah suatu potensi yang bisa menarik kunjungan pariwisata. Akan tetapi objek alam yang indah ini belum dimaksimalkan, jumlah wisatawan yang datang ke Pulau Bawean masih kurang dibandingkan dengan beberapa daerah lain di Indonesia, Untuk mewujudkan semua aspek ini dibutuhkan peran dan kerjasama para stakeholder yang terdiri pemerintah, pihak swasta serta masyarakat setempat. Maka dari itu penting bagi pemerintah untuk membuat kebijakan serta regulasi untuk membantu para stakeholder dalam mewujudkan semua aspek pendukung pariwisata tersebut dengan tujuan meningkatkan jumlah wisatawan pulau bawean. Sedangkan jenis penelitian yang digunakan dalam penelitian ini adalah studi kasus. Studi Kasus adalah strategi kualitatif di mana peneliti mengeksplorasi secara mendalam suatu program, peristiwa, aktivitas, proses, atau satu atau lebih individu. Tujuan penelitian ini ini yaitu dilakukan dengan mengumpulkan dan menganalisis data tentang regulasi dan kebijakan pemerintah terkait pariwisata. Diharapkan dengan penelitian ini bisa diketahui kebijakan serta perencanaan apa yang bisa dikembangkan dimasa depan untuk pengembangan jumlah kunjungan wisata di Pulau Bawean.

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## 1. Introduction

The tourism sector is one of the largest and strongest sectors in the world economy. The tourism sector is one of the main drivers of the world economy because there are several advantages that can provide large enough foreign exchange for the country, expand employment and introduce a country's culture (Sabon, *et al*, 2018). Indonesia is a country that has a lot of potential in the aspect of tourism. The development of the tourism sector is an effort that can increase local income and development (Sekarsari, *et al*, 2020).

Tourism is also seen as a sector that can encourage and increase development activities, open new business fields, open jobs and can increase community income and local revenue if it can be managed and developed optimally (Wardana, 2017). Tourism development is carried out based on the principles as stipulated in article 2 of the Law of the Republic of Indonesia number 10 of 2009 concerning Tourism which is realized through the implementation of a tourism development plan by taking into account the diversity, uniqueness and uniqueness of culture and nature, as well as human needs for tourism (Suhastini, 2019 ).

East Java Province, which is one of the provinces in Indonesia, has a lot of good tourism places that are no less attractive than other provinces. Gresik Regency as one of the areas in East Java Province which has quite a lot of tourism potential with very promising future prospects, especially those in Bawean Island. Bawean Island is one of the islands that has a charm that is quite attractive for tourists to enjoy the beauty of natural tourism on this island. The attraction in Bawean Island has the potential to be developed.

Gresik Regency has various tourist objects and attractions, one of which is being on the island of Bawean. Bawean Island is an archipelago which is 80 miles from the mainland of Gresik Regency. It has tourism potential which is not only found in the mainland area but also in its waters, and also on this Bawean Island there are lakes, beaches, mountain clusters with forest reserves and wildlife reserves. as well as various kinds of tourist objects and cultural arts.

Table 1 Natural Tourism Object of Bawean Island

No	Natural Tourism Object	Location	Sub-district
1	Pulau Gili Timur	Ds. Sidogedung Batu	Sangkapura
2	Pantai Pulau Noko	Ds. Sidogedung Batu	
3	Pulau Gili Barat	Ds. Dekatagung	
4	Pulau Nusa	Ds. Dekatagung	

5	Air Terjun Patar Selamat	Ds. Patar Selamat		
6	Air Terjun Pudakit Barat	Ds. Pudakit Barat		
7	Air Terjun Laccar	Ds. Balik Terus		
8	Air Terjun Grujuk	Ds. Suwari		
9	Air Panas Kebun Daya	Ds. Sawah Mulya		
10	Pantai Tanjung Anyar	Ds. Lebak		
11	Pantai Ria	Ds. Dekatagung		
12	Pantai Jhembengan	Ds. Dekatagung		
13	Tanjung Gaang	Ds. Kumalasa		
14	Kelapa Cabang Sembilan	Ds. Dekatagung		
15	Wisata Pulau Selayar	Ds. Sungai Rujing		
16	Mangrove	Ds. Daun		
17	Danau Kastoba	Ds. Perumaan		Tambak
18	Pantai Labuhan	Ds. Tanjungsari		
19	Pantai Mayangkara	Ds. Kepuh Teluk		
20	Pantai Pulau Cina	Ds. Teluk Jati Dawang		
21	Pantai Pasir Putih	Ds. Sukaoneng		
22	Pemandian Desa Grejek	Ds. Grejek		
23	Pemandian Air Panas	Ds. Gelam		
24	Pemandian Air Panas	Ds. Kepuh Lagundi		
25	Mombhul	Ds. Sidogedung Batu		
26	Gunung Malokok	Ds. Lebak		

Source: Researcher Process, 2020

Table 2 Bawean Island Cultural Tourism Object

No	Cultural Tourism Object	Location	Sub-district
1	Makam Panjang Dora/ Sembodo	Ds. Lebak	Sangkapura
2	Makam Cokrokusumo	Ds. Sangkapura	
3	Maulana Umar Mas'ud	Ds. Sangkapura	
4	Makam Waliyah Siti Zaenab	Ds. Diponggo	Tambak
5	Makam Wali Syekh Yusuf	Ds. Teluk Jati	
6	Makam Jujuk	Ds. Tampo	

Source: Researcher Process, 2020

Table 3 Special Interest Tourism Object

No	Special Interest Tourism Objects	Location	Sub-district
1	Tambang Batu Onix	Sangkapura	Sangkapura
2	Kerajinan Anyaman		
3	Tikar		
4	Kerajinan Pembuatan Gula Merah		

Source: Researcher Process, 2020

Based on the table above, it can be seen that Bawean Island has several tourism objects, ranging from natural tourism objects, cultural tourism objects and special interest tourism objects, thus attracting people to make tourist visits to Bawean Island. The location distribution of these tourist objects is not far from one place to another which makes it easy for tourists to enjoy their natural potential. The following is the data on the number of tourists visiting tourist objects on Bawean Island.

Table 4 Data on Tourist Visits to Bawean Island

Year	Traveler		Total
	Traveler	Domestic	
2011	3.291	59.926	63.217
2012	3.140	63.445	66.585
2013	741	44.357	45.098
2014	995	67.990	68.985
2016	2.347	51.816	54.163

Source: UPT Bawean Tourism Area

In the table above, it can be explained that the number of foreign tourist visits to Bawean Island. People's interest in Bawean Island is not only shown by local residents, but also by foreigners who are curious about the beauty that Bawean Island has to offer. Tourism development needs to be based on the natural characteristics and socio-cultural dynamics of the community. The characteristics, uniqueness and natural beauty and culture of Bawean Island can be a special attraction for tourists. Therefore, every planning effort needs to refer to natural characters and conformity with cultural traditions that are reflected in the forms, patterns, and spatial structures of the region rooted in aesthetic values and expressions shown in everyday life.

Based on the current condition, the condition of the facilities and infrastructure as well as the ease of accessibility on the island of Bawean is still inadequate so that it is necessary to develop some of these aspects. Several problems in the development of sustainable tourism on the island of Bawean, namely The absence of tourism development planning in the short/ long term; Tourism promotion/ marketing is less than optimal; The absence of a well-structured tourism area; Institutional governance, poor tourism management; Infrastructure development is not good; Lack of attractive tourism potential packaging.

The accessibility and facilities available at destinations on the island of Bawean are deemed inadequate and less supportive. Development planning is necessary because the tourist attractions offered on the island of Bawean are sufficient to attract tourists to come to these destinations. The role of stakeholders in the development of this destination is very necessary because a development requires many parties involved, especially the active involvement of the local government itself for tourism development on the island of Bawean.

The tourism office as a party of the government which has the authority to develop tourism potential in its area must have a planning in developing tourism as well as tourism policies that are able to provide benefits to the community and tourists in developing development. This development can be in the form of increasing the potential for tourist attraction as well as improving facilities and infrastructure (Afandi, *et al.*, 2017). According to Damanik & Weber (2006, p.11), the element of tourism supply that must be present in the development of a tourism destination is often called triple A which consists of attractions, accessibility and amenities.

Various potential tourist objects on the island of Bawean, this area deserves to be a new and superior tourist destination in Indonesia. All tourist objects on the island of Bawean are still under the control of the government, especially the Tourism Office, meaning that the management and development of tourism objects still rely on incentives from the local government, which in their development with permits from the local government can be managed by the private sector and the community. The various types of tourism objects on the island of Bawean become a big potential and economic investment in the future, be it for the government, private sector and the surrounding community, but of course it takes a variety of appropriate protection policies so that it is sustainable between the relevant stakeholders.

## 2. Theory

The management of the destination by the local government constitutes the contextual component. Only a small amount of study has examined the connection between local government destination management, perceived impacts of tourism, and inhabitants' contentment (Alrwajfah *et al.*, 2019). An increase in visitors brings up new issues or exacerbates old ones (such as traffic, safety, etc.), which must be handled by the destination's local authorities to maintain tourism's viability (Brokaj, 2014). The local government can affect the quality of life of its citizens by ensuring that the rising revenue is used to address the issues brought on by growing tourism. Additionally, the negative effects of overtourism may be increased by local authorities'

inaction or mitigated by smart planning and management (Colomb & Novy, 2016).

The local community must be involved in and supportive of the development of sustainable tourism (Gursoy & Rutherford, 2004; Nicholas, Thapa, & Ko, 2009). Residents are significant destination stakeholders who contribute significantly to the provision of top-notch experiences for visitors and the maintenance of sustainably developed destinations (Gajdosik *et al.*, 2018; Gursoy, Chi, & Dyer, 2010). The importance of locals' positive views towards tourism has been emphasized. This is because "happy people and staff service better quality services" (Uysal, Berbekova, & Kim, 2020).

According to Li *et al.* (2021), tourists' preferences for destinations altered as more confirmed instances occurred, and they avoided those places. According to Renaud (2020), people tend to be less mobile and seek local areas that can accommodate their demands. According to Donaire *et al.*, (2021), travelers chose scenic landscapes and quaint coastal towns. According to Brooks *et al.*, (2020), people opted to travel independently or in small groups to combat self-isolation. According to Wen *et al.*, (2020), tourists also steered clear of crowded areas. According to Hall *et al.*, (2020), travelers have opted to visit local or regional areas rather than more far-off destinations.

### 3. Research Methods

The approach in this research uses a qualitative approach. Qualitative research is a research method used to examine the condition of natural objects, the researcher as the key instrument, the data collection technique is done by triangulation (combined), inductive data analysis, and the results of qualitative research emphasize meaning rather than generalization. Objects in qualitative research are natural objects or what are called natural settings.

While the type of research used in this research is a case study. Case Studies are qualitative strategy in which the researcher explores in depth a program, event, activity, process, or one or more individuals. the case (s) are bounded by time and activity, and the researcher

collect detailed information using a variety of data collection procedures over sustained period of time. A case study is a type of qualitative research, in which researchers conduct in-depth exploration of programs, events, processes, activities, towards one or more people (Creswell, 2012).

The research location is the location where the researcher is carried out to obtain the necessary data and information. In the research conducted, researchers chose a location on the island of Bawean. Meanwhile, the research site is a place where researchers reveal the true state of the object to be studied in order to obtain the required data. In this research, the research site is at the Department of Tourism and Culture of Gresik Regency and UPT on Bawean Island.

The type of data in this study uses primary and secondary data. While the data collection technique was carried out by researchers with interviews, observation and documentation. And the research instruments used were interview guides, recording devices, cameras, writing instruments and researchers.

Qualitative data analysis was carried out at the time the power collection took place and after completing the data collection within a certain period. The data analysis techniques in this study according to Yin (2015) are:

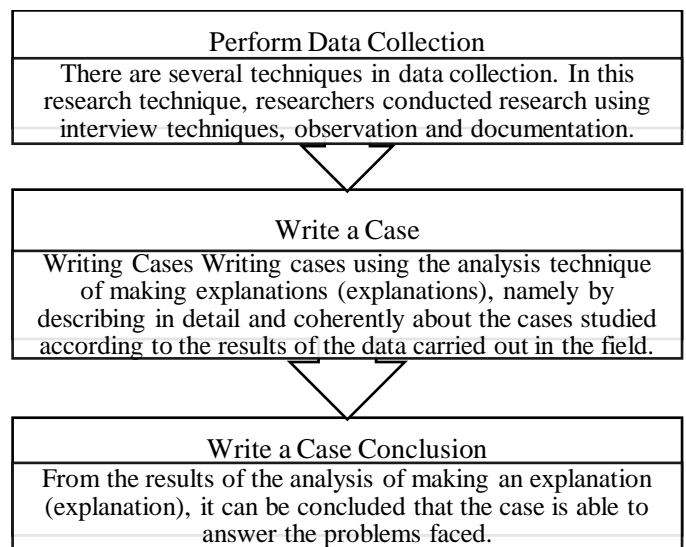


Figure 1 The Data Analysis Techniques  
Source: Yin, 2015

### 4. Results and Discussion

#### 4.1 Existing Condition Issue

Table 5 Existing Condition Issue

Issue		Existing Conditions	
Stakeholder	Interests and expectations	Government	The government has an interest in tourism to carry out statutory mandates or to increase regional income
		Society	The community has an interest, namely earning income by utilizing tourism both by being self-employed and being a worker in the tourism industry

	Role and Engagement	Private	The private sector has an interest in investing in the tourism industry
		Government	The government has a role and involvement in developing tourism both in the form of building infrastructure, facilitating tourism business permits and regulations that support tourism
		Private	The private sector has not been much involved in building the tourism industry on Bawean Island
		Society	The community is involved but the government still has to develop and foster further
Traveler	Interest		Tourists have an interest in coming or visiting again
	Visit		Tourist visits are quite a lot but need to be improved. Some tourist objects are also still very quiet due to the difficulty of the terrain to reach the tourist objects
	Impression		Tourists have a good impression when visiting Bawean. Because the island of Bawean has beautiful scenery
Tourism Location Conditions	Environmental conditions		Tourist locations have beautiful views to attract tourists
	Friendliness		Local residents, traders and tour managers, are friendly to tourists
	Friendliness		Some tourist objects are still very quiet, they don't have safety equipment, but crime can be said to be very few because some tourist locations are still quiet
	Security	Access Road	Some tourist locations are still difficult to reach by vehicles because they do not have good road access
		Access Road	There is no public transportation to the tourist sites
		Transportation	Although not all tourist objects have lodging that can be reached on foot, tourists can stay in the center of Bawean and not too far if using a vehicle.
		Store	Some tourist sites have shops but there are still many tourist locations that don't have any shops at all
Access to Bawean Island	Air and sea transportation	There is air and sea transportation but it is limited and is often constrained by weather problems	
	Port and airport	There is a port in the Sangkapura sub-district and an airport in the Tambak sub-district but the runway is only capable of small aircraft with a capacity of 10 people	
Regulation and Policy	The amount of taxes and levies		There are regulations governing the amount of taxes and levies from the tourism industry
	Licensing		There are laws related to tourism licensing that are mutually beneficial to all parties
	Private sector cooperation		There is cooperation between the government and the private sector in providing additional facilities at tourist sites such as floating bridges and tourist rides
	Community Development		The tourism and culture office actively fosters the community to create art UMKM to attract tourists

Source: Researcher Process, 2020

#### 4.2 Strategy Of Local Government

Table 6 Existing Condition Issue

	Variable	Indicator
Tourist Attractions	Tourist Attractions	The more diverse flora and fauna (land and water) will increase the attractiveness and indicate the beach is still not polluted.
Infrastructure	Basic tourism facilities	Facilities for restaurants, lodging, toilets, prayer rooms, health facilities, banks / atm, parking areas, security and counters are measured in quantity and quality. <ul style="list-style-type: none"> <li>- Quantity is the number of facilities available</li> <li>- Quality is seen from the condition, service quality and tourist satisfaction in obtaining service</li> </ul>
	Basic tourism infrastructure	Clean water networks, electricity networks, drainage networks, solid waste networks and telecommunications networks are measured in quantity and quality.

		<ul style="list-style-type: none"> <li>- Quantity is the infrastructure available</li> <li>- Quality is seen from the condition, service quality and tourist satisfaction in obtaining service</li> </ul>
	Coastal fishing port facilities	There is a breakwater, pier, fishing port, fish auction, waste treatment (IPAL), Port Administration Office, Fishermen Meeting Hall and a watchtower in good condition.
Accessibility	Road network	<ul style="list-style-type: none"> <li>- Local roads with a road width of 3m-7m, roads are paved with good condition</li> <li>- Neighborhood roads / other roads with a road width of 2m -5 m, paved roads and good conditions</li> <li>- Pathways with a road width of 0.8 m - 2 m, in the form of paving and in good condition</li> </ul>
		There are signposts in good condition and can be read clearly
	Public mode of transportation	<ul style="list-style-type: none"> <li>- By means of public transportation</li> <li>- Transportation routes can integrate tourism objects</li> <li>- The schedule is right</li> <li>- The rates are relative, not too expensive</li> </ul>
Institutional	Management institution	Tourism objects are managed by <ul style="list-style-type: none"> <li>- Government agencies</li> <li>- Private</li> <li>- Community organization</li> </ul>
	Promotion	<ul style="list-style-type: none"> <li>- Promotion is carried out in all media, be it print or social media</li> <li>- There is a travel agency</li> </ul>
Society participation	Society participation	The role of the community in supporting coastal tourism areas includes <ul style="list-style-type: none"> <li>- Participation in planning</li> <li>- Participation in management</li> <li>- Participation in evaluation</li> </ul>

Source: Researcher Process, 2022

Based on the table above, it can be explained that:

a) Tourist attractions

Coastal tourism is based on a unique combination of resources where land and sea meet which make it an attraction in the form of a coast, beautiful scenery, biodiversity on land and sea, culture and customs, healthy food and good infrastructure (Sara, 2014). There are various types of activities to increase the attractiveness of beach tourism so that it can be more developed and also so that more tourists come.

Coastal biodiversity, including flora and fauna, is one of the potential tourist attractions. If the types and numbers of flora and fauna are small, it can indicate that the beach has been damaged so that it can reduce its attractiveness (Fandeli in Latupapua, 2011).

b) Tourism Infrastructure

The basic facilities for tourism are various kinds of facilities needed while in a tourist destination. Tourist facilities are provided by the manager of the tourist destination. In basic tourism facilities, it is not only assessed by availability but also the quality of service. However, service quality is assessed from the visitor's perspective.

Meanwhile, tourism supporting infrastructure is also needed to meet the needs of tourists while in tourism destinations. The basic infrastructure to support tourism consists of: clean water supply, electricity network, drainage network, garbage canals, telecommunications (public telephones). For the minimum infrastructure available in tourist destinations, there are two

infrastructures including clean water and electricity networks (Yoeti, 1996).

Fishery port facilities are one of the factors that influence the development of coastal tourism because they are a means of exploiting coastal and marine resources in the form of capture fisheries products. The use of coastal and marine resources is important because it affects the development of the surrounding area (Darwanto & Stepantoro, 2000).

c) Accessibility

One of the factors that drives tourism development is the road network which is the main circulation connecting tourist objects to make it easier for tourists to go to these tourist objects Desa-Kota (Wardhono, 2014). The road network for coastal tourism in Purworejo Regency includes road conditions and tourist directions.

While public transportation affects developments in tourism because it is the availability of transportation services for tourists to tourist destinations. A tourism object is less attractive if it is not supported by transportation to reach it. The elements that need to be fulfilled in the field of transportation, especially public transportation to get to tourist destinations (Spillane in Tahir, 2005) are through public transportation modes, transportation routes can integrate tourism objects, the schedule is right, the rates are relative, and not too expensive.

a) Institutional

The existence of an institution is one of the important things in tourism development so that it can increase

the number of tourism visits / according to (Triambodo & Damanik, 2015), the development of the tourism sector requires an important institutional role. In supporting the success of tourism, institutions are an important component because to increase tourism potential resource management and benefit distribution are needed, therefore this management process needs to be supported by an important institutional role.

One of the products of institutional existence is the existence of promotional activities. According to (Kurniawan et al., 2013) One of the driving factors for tourism growth is effective promotion (Kurniawan et al., 2013) also explains that the government provides support for tourism promotion by issuing Presidential Decree No. RI No. 22 of 2011 concerning tourism promotion agencies. So with this presidential decree the local government has a special agency that is active in tourism promotion activities.

#### b) Community democratization

In developing Bawean Island tourism, the community also has a role so that it can increase the number of Bawean Island tourist visits. One of the active roles of the community is to support coastal tourism which includes participating in planning, management and evaluation.

## 5. Conclusion

Based on the research, it can be concluded that the government, in this case the tourism office of Bawean Island, has good policies and regulations to attract tourists. There are many activities such as promotion, repair of infrastructure facilities and fostering cultural arts for the community. And this can be seen from the increasing number of tourists from year to year. The increasing number of tourists has not yet reached the expected target because there are still several government policies that have not been implemented optimally, namely building access such as ships and airports, and the lack of promotion of domestic and foreign tourists.

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