

## FACTORS DETERMINING THE EFFECTIVENESS OF REGIONAL TOURISM DEVELOPMENT POLICIES IN GORONTALO PROVINCE

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**Abstract**--This study aims to examine the factors that influence the effectiveness of the implementation of these policies. Empirically, the factors that influence the effectiveness of tourism development policies in Gorontalo Province include; communication, HR competency, leadership, and conflict of interest. To achieve these objectives, this research uses descriptive qualitative research methods. This research method is used to reveal the problem of the effectiveness of natural tourism development policies. This research was conducted at the Gorontalo Provincial Tourism Office and Lombongo Tourism Object, Otanaha Fortress, and Pentadio Resort. The informants of this study were the people of the tourist area, and employees of the Gorontalo Province Tourism Office and the Regency/City as sources of information representing policy makers. Village heads/lurah and community leaders, including tourists, are affected by policy making in tourist areas. As well as from private / private elements or third parties who aim to seek profit. Data collection was carried out by means of interviews which were then analyzed using data analysis techniques by Miles and Huberman. The results of this study indicate that the factors that determine the effectiveness of regional tourism development policies in Gorontalo Province are internal factors in the form of communication and human resource competence. While External Factors are Leadership and Conflict of Interest.

**Keywords**- Policy Effectiveness, Development, Regional Tourism

### INTRODUCTION

The concept of effectiveness is defined as the achievement of an action in accordance with the expected results, or achieving alternative goals of action, in accordance with the technical aspects of rationality, and is measured from service units or products. It was further explained that one of the evaluation criteria is effectiveness, with the question of whether the desired results have been achieved. The above explanation is corroborated by [1], which mentions effectiveness as the level of success in achieving goals. Target is defined as a desired state or condition.

To assess the effectiveness of a policy, Nugroho (2018) offers 5 (five) principles that need to be fulfilled, namely; (1) Appropriate policy, assessed from the extent to which existing policies contain things that actually solve the problem to be solved; (2) Appropriate implementation, there are three institutions that can become implementors, namely the government, cooperation between government and the public/private sector, or implementation of policies that are monopoly; (3) Right on target, whether the targeted intervention is in accordance with what was planned, does not overlap or conflict with other policy interventions. whether the target is ready for intervention or not; (4) Appropriate environment, in this case it is divided into internal environment and external environment; (5) Precise process, consisting of three processes. Namely Policy Acceptance, Policy adoption, Strategic Readiness.

Talking about policy effectiveness, the government is very dependent on policy implementers in the regions. The ability of regional heads who are less qualified in implementing public policies can lead to ineffective performance in the implementation of national development. If viewed from an organizational and management point of view, the Regional Head is an actor who determines the effectiveness of achieving organizational goals with his managerial abilities. This opinion is in line with Kaloh's statement (2009) which states that the competence, capabilities and abilities of Regional Heads will determine the direction and goals of regional government organizations in carrying out managerial, coaching, leadership and service functions, as well as other administrative tasks which are the main duties and functions of the Head. Area.



In increasing interest in tourism as a sector that can support increasing Regional Original Income (PAD), the government needs to carry out regional tourism development, of course it must be accompanied by an increase in people's welfare. Because it is the duty of the state and government to ensure that all the rights of the people are fulfilled, further [3] emphasizes that basic rights that are generally recognized include health, education, employment, shelter, food needs, clean water, land, natural resources, and a sense of security from threats of violence, as well as the right to participate in socio-political life.

The tendency of policy implementers is influential in making a policy and the use of authority, if the stakeholders have different goals from the implementing agency, the programs that will be implemented tend to experience distortion [4]. The tendency will cause divisions in the bureaucracy because organizational units and other interested parties compete for resources and power. It is difficult to formulate forms of management and policies that can accommodate the complexity of tourism development with the many interests that have led to the emergence of the trends mentioned above.

The Indonesian tourism sector is actually able to attract a lot of interest from both local and foreign tourists, for example in Bali which is famous for its culture and natural beauty which is well maintained and managed, making the area a tourist location which is Indonesia's branding, this is of course a rejection measure the success of the Regional Government of Bali which is successful in developing its tourism. Meanwhile, the neighboring area of Lombok in West Nusa Tenggara has the same advantages in terms of nature and culture but their strategy is to sell their tours at a lower price than Bali so that local and foreign tourists with low costs can switch to the area.

The description of the tourist areas above can of course be used as an example by the Government of Gorontalo in carrying out tourism development, because if you look at the tourism potential in Gorontalo it is actually not inferior to other regions, for example at Olele Beach with its diving spot which is located in Bone Bolango Regency. The diversity of marine life that is preserved makes Olele have its own selling points for tourists, who even foreign tourists dub Olele as The Hidden Paradise. Furthermore, in North Gorontalo Regency with Saronde Island Tourism and Pohuwato Regency with Cinta Island which is famous for its stretch of white sand beach and its cottage facilities which are claimed to be Indonesia's Maldives. Then, Gorontalo Regency has natural hot spring tourism which is managed to become a resort in Pentadio Village (Pentadio Resort), as well as Lake Limboto nature tourism which is being proposed by the Provincial Government of Gorontalo to become a National Geopark area.

## METHODS

This study uses a qualitative approach, namely research that is able to describe in detail and analyze the quality or content of a human experience. This research method is used to reveal the problem of the effectiveness of natural tourism development policies. This research was conducted at the Gorontalo Provincial Tourism Office and Lombongo Tourism Object, Otanaha Fortress, and Pentadio Resort. The informants of this study were the people of the tourist area, and employees of the Gorontalo Province Tourism Office and the Regency/City as sources of information representing policy makers. Village heads/lurah and community leaders, including tourists, are affected by policy making in tourist areas. As well as from private / private elements or third parties who aim to seek profit. Data collection was carried out by means of interviews which were then analyzed using data analysis techniques by Miles and Huberman.

## RESULTS AND DISCUSSION

### Factors Determining the Effectiveness of Regional Tourism Development Policies in Gorontalo Province

#### Internal factors

##### *Communication*

Communication plays an important role because policy actors must know what they are going to do. The government needs to implement policies and it needs information on how to implement these

policies clearly, accurately and consistently to people who are really capable of implementing them. If the information from the policy is unclear and unspecified, it is likely that misunderstandings will occur at the level of the appointed policy implementor. This condition will provide an opportunity to be biased towards the way the policy is implemented. Adequate and relevant information on how to implement the policy and the adjustments made to who is involved in implementing the policy; authority to ensure that this policy is carried out with specific aims and objectives; and various facilities (including buildings, equipment, land and supplies) in it for the benefit of public services. Regarding the communication that exists between the government and the community related to optimizing tourism development, the following is a statement from the Head of the Section for Structuring Objects and Tourist Attractions at the Gorontalo Provincial Tourism Office that:

*"I think the communication that has been established is quite good because we often go out into the field to check on tourism management and facilities that are under the auspices of the provincial government."*

Another statement was made by the Lombongo Village Government which stated that:

*"This communication is still difficult because one of them is to socialize retribution, many people are reluctant to accept this policy so that many people in tourist areas feel dissatisfied because apparently the increase in ticket prices has affected the number of tourists who come."*

In addition to statements from the government, statements regarding this topic were also reinforced by the people in the Lombongo tourist area who did not receive a penny from the following Lombongo tourist fees:

*"Meanwhile, we, who are residents here, don't get anything, even though only a little doesn't contribute to the village. In this village, sir, there are only 2 (two) things we know or do when the District Government visits Lombongo Tourism, namely community service and signatures and stamps for their SPPD needs. Only like that is our contribution as village officials for this Lombongo tourist spot, we are not involved in tourism management."*

Regarding retribution, the community around the Pentadio Resort tour also complained, as the results of the interview below:

*"The people here are not prosperous, sir. Certainly not sir. Yes, because there really is no contribution at all that we can feel. There is no tax sharing, sir. The contribution to us here should be high. Because we have PAD for the district government."*

Statements from all of these informants can be interpreted that the communication that exists between the government and the community related to optimizing tourism is still not optimal, especially how the Government changes the stigma of the community so that tourism becomes more conventionally managed, so as to be able to generate benefits for the community and the government simultaneously and sustainably.


Based on the findings in the field, it is concluded that the communication that has been established is ineffective because information about government policies related to tourism development has not been able to be understood and interpreted by the community as rules that can improve tourism management in their area.

### **HR Competence**

In terms of competence, the apparatus resources owned by the Gorontalo Provincial Tourism Office are currently lacking in supporting the implementation of basic tasks and functions. Likewise, when viewed from a quality point of view using formal education benchmarks, and taking into account the competency demands of an employee in handling their field of work, it still needs to be improved, apart from the quantity and quality factors that need attention is the placement of apparatus according to their competence (the right man in the right place). The capacity of the apparatus resources at the Gorontalo Provincial Tourism Office is as follows:

Table 1. Employees of the Gorontalo Provincial Tourism Office by Group, 2020

DO NOT	DESCRIPTION	GROUP (People)			
		IV	III	II	I



1	Head of Service	1	-	-	-
2	Secretariat	1	8	6	-
3	Finance Department	1	5	5	-
4	Subdin Land Transportation	-	13	18	-
5	Subdin of Sea Transportation, Air and Postel	1	6	4	-
6	Subdin Tourism	1	8	8	-
	Sum	5	40	41	0
	Entire			86	

Source: Renstra, Year 2021

Of the total number of employees of 86 people, there were 55 male employees while 31 female employees. Based on structural positions, there are 5 echelon III people, while out of 14 people there are 4 women echelon IV officials or Equal Functional Positions.

In improving HR competencies in the field of Transportation, Tourism, Communication and Informatics, there are several employees who have attended technical training/guidance in accordance with their respective duties and functions. Until 2012, the percentage of employees at the Department of Transportation, Tourism, Communication and Informatics of Gorontalo Province who had attended technical training was 25% and other supporting training/guidance was 79% out of a total of 86 people.

Based on the findings in the field, in general, the competence of human resources is sufficient, marked by the fact that most of the HR of the Provincial Tourism Office has a tourism background. communities involved in the management of tourist areas. This is also evidenced by the fact that Pokdarwis is less active and has implications for the lack of tourism awareness among people. This finding indicates that communication that has not been well established causes tourism development policies to be less effective.

### **External Factors**

#### **Leadership**

The leadership referred to in the implementation of this policy, is the highest regional leader actor, namely the Governor, Mayor/Regent, and head of the Policy Technical Implementation Service, along with the ranks of the bureaucracy; including the Kabid and the head of the Activity Technical Implementation Unit. With regard to leadership in implementing this policy, researchers only focus on three values, which researchers consider to be very closely related to leadership in implementing policies, namely characteristics, commitment, effectiveness. However, if it is related to top leadership actors of regional heads, in this case Governors and Regents, as I explained in chapter II, that leadership is closely related to issues of values.

The highest leadership implementing tourism policy is the Governor, then there is the Regent/Mayor as the regional head, who has received formal legality as the highest actor to carry out development as a whole with the APBD, thus the regent as an actor implementing public policy. The regent is assisted by the head of the service, to implement policies that have instructive lines, with the Camat as the sub-district area. Furthermore, the lowest structure is the lurah or village head, who gets the budget from the central government. And is responsible for carrying out development at the village level through village funds, which are called *bombes*.

The very important thing in implementing policies by actors as implementing policies is being able to transform the context of management within the framework of organizing-leading-controlling. Policies that have been implemented can be measured by the existence of organizing, implementing leadership to lead the implementation of policies and controlling the implementation. In detail the activities in the management of policy implementation can be arranged through: Implementation of strategy, Organizing, Mobilizing and leadership, Controlling.

To see leadership in implementing the following policies, one of the informants expressed the following:

*"During the period from 2013 to 2018, it seemed that there was no leadership commitment in implementing tourism policies under the regent at that time, there was no attention at all in the last five years, when compared to several previous regents, the current regent is still good, even in this era a swimming pool was built. artificial hot springs in Lombongo".*

Some of the opinions that the authors get in the field are that the community wants the presence of the government for every problem, especially with regard to regional tourism development. So far, they are mainly activists, managers of tourism destinations, feel that they have not been supported and facilitated, most tourist destination objects are purely personal initiatives, self-funded, there is no cooperation or collaboration with the private sector, on the other hand, the government, especially related agencies, especially the Tourism Office, has not been involved. specifically providing assistance, both in terms of ideas and direct infrastructure assistance.

Based on the findings in the field, it can be concluded that in directing and regulating policies a leadership attitude is needed, especially for the government as a leader must be able to mobilize and influence the community to work together in implementing tourism development policies. But unfortunately the empirical facts in the field prove that the government is still unable to mobilize and influence the community to implement these policies.

### **Conflict of Interest**

In the development of a tourist destination there will at least be a conflict of interest, because it relates to profits so that many actors with different interests will be involved. Likewise with one of the tours that became the locus of research, namely Lombongo. Stakeholders in the management and development of Lombongo tourism have different interests. Interest is assessed by how much the individual or group has an interest in managing and receiving management results. The level of stakeholder interest is divided into two, namely stakeholders with high interests managing the entire program and stakeholders with low interests. The first is a group of high-interest stakeholders who are usually included in the key stakeholder category.

Actors with interests from government elements include the Gorontalo Provincial Tourism Office, and the Regency/City Tourism Office. Not only from the provincial, district, sub-district governments, they also have an interest in accommodating community aspirations to then be submitted as material for development considerations and informing government programs to communities in the area. If there is integration between the interests of these four actors, then development activities will be carried out and get results that are in accordance with the objectives.

Actors who have other interests in tourism development are individuals or groups in the Lombongo tourist area, namely the community around the tourist area. This group should be considered to be involved in program formulation and implementation, not just as beneficiaries of development outcomes. Based on this intention, it is necessary to involve in giving consideration and approval from the community if the tourism area is being developed.

The next category is stakeholders from other parties consisting of tourism support facility business actors, travel agents, and academics. Tourism supporting business actors may not only be in the area but also all supporting business actors in Lombongo tourism to become one of the supporters of tourism activities to be developed. Likewise with travel agents who will support tourism promotion and prepare tour packages including in this area. The academics contribute indirectly through research in the field of tourism development, management of tourist attractions or the development and preservation of cultural heritage. Research from these academics is a consideration of alternative developments that will be developed.

The findings in the field found that there are many potential conflicts and conflicts of interest that occur. As stated by the Head of the Bone Bolango Tourism Office which stated that:

*"Lombongo is one of the tourist areas that we manage, there should be no interference from the provincial government anymore, because the location is in the Bone Bolango area, now we are hampered in carrying out development because the province is still intervening in the areas we manage"*

Further submitted:





*"We are trying to empower and direct people who sell in tourist areas to jointly maintain facilities and pay attention to cleanliness, but it can be seen that public awareness of the importance of tourism sustainability is still lacking, they only want to sell to depend on their lives around tourist areas"*

Visitors to the Lombongo tourist area provide statements regarding the existing facilities at the tourist attraction, which are as follows:

*"We as visitors feel that the facilities at this tourist attraction are not maintained, trash cans are also nowhere to be found so I only collect used food waste in one place, besides that the rinse rooms are very dirty, and the toilet facilities are no longer suitable for use"*

From this statement it can be concluded that in the management and development of tourist objects it can cause conflicts of interest, even the interests of tourists to be able to enjoy tourist facilities properly including them. The tourism potential in Gorontalo Province can attract interested parties if the tourism object has a good selling value, and at a later stage, actors may appear who will claim that the sector is in their control. It was at this stage that different interests emerged from various parties, starting from the local government with the mission of increasing PAD, which depended on tourist sites for their livelihoods and could be due to maintaining local customs and cultural factors, then investors or profit-oriented third parties.

Other empirical findings can be seen in the management of Lombongo tourism, which is illustrated by the non-integrated management of Bone Bolango Regency officials who will sell entry tickets, after entering you will find a special VIP hot spring pool which is managed by the Gorontalo Provincial Government, after that to enter the spot waterfall there will be people who charge a fee. In addition, the location for resting for tourists is still not managed properly and the arrangements for people who sell in tourist locations are still not organized. For ordinary people, of course, this will be troubling because to enter, you need to pay up to how many times, especially since the waterfall spot is one of the objects that many tourists want to visit.

After deeper observation, it was found that the conflicts of interest that occurred in several tourist areas were almost the same, more focused on land or area management conflicts. This is in line with the strengthening by the Head of the Bone Bolango Regency Tourism Office:

*"This Lombongo Tourism Object doesn't mean we haven't developed it, as far as I know a few years ago we developed this Lombongo tour sir. We have to see from the side of the natural contour whether it is good or not. Yesterday's example we made cottages. But the problem turned out to be that the cottages were not connected to nature so that conservation in the area was disturbed, so when the ecosystem in one landscape was disrupted so that as soon as there was a little rain all the cottages there immediately collapsed. So developments in that direction also need to be historically seen which ones can be developed and which ones can't. You can't just develop tourist objects, let alone old tourist objects like Lombongo. But this year we have taken action to develop the Lombongo Tourism Object. So for the pond, we made an agreement with the Provincial Government beforehand. So the distribution, the Bone Bolango Regency Government is building the swimming pool, and the Provincial Government is building the stands. However, until now there has been no action from the related Provincial Government. This was also due to internal conflicts that arose between Bone Bolango and the province. With this conflict, we were not connected with the Governor (Rusli Habibie) at that time. Try to imagine, from all the land there, the Bone Bolango Regency Government only got 3.7 hectares of land even though it was our land (Bone Bolango Regency Government) a long time ago."*

The opinion above is a reference for researchers to assume that the RIPPDA Regional Regulation Policy implemented by the government has not been appropriate in solving problems in regional tourism development, besides that the implementation of the policy has not been able to balance all interested actors with their respective roles. So that the sound from RIPPDA for tourism development in an integrated manner has not been implemented properly.

In addition, the potential for tourism that is close to the city center such as Lombongo, Otanaha fort, and pentadio can raise questions, why are there no investors or third parties who are moved to enter into management? This is interesting to study because of its strategic location and relatively easy



access and great potential, but its management is still centralized in the government, so that empirically in the field it looks slow in development. Problems related to this conflict of interest can be said to be a factor hindering tourism development.

Thus, it is in line with some of the previous opinions that the steps that need to be taken are consistent and continuous guidance for tourism development, which is carried out in an integrated manner and requires collaboration with other relevant actors. In addition, the development of road infrastructure, especially access to tourist destinations, must be facilitated by the government regardless of who manages it.

After explaining the two influencing factors, both internal and external factors, then it is necessary to have a discussion to find the best solution to be presented, in the discussion of the following analysis.

## **DISCUSSION**

### **Factors determining the effectiveness of regional tourism development policies in Gorontalo Province**

Internal factors in the form of:

#### ***Communication***

To support the implementation of the policy, the information conveyed by the government must be conveyed clearly, accurately and consistently to people who are truly capable of implementing it. If the communication that exists in the form of messages and policy orders is unclear, it is likely that misunderstandings will occur at the policy implementor level. This condition will provide an opportunity for them not to implement the policy as desired by the mandate giver or policy maker. Regarding coordination between village government, community and other stakeholders for tourism development.

The current communication between the government and the community related to optimizing tourism still needs to be improved, especially how the district government changes the stigma from the community so that tourism in the area becomes more conventionally managed so that it is able to generate benefits for the community and the government simultaneously and sustainably.

Coordination really needs to be done so that there is no overlap in implementation and also there is a stigma that is not appropriate from one of the parties in creating success in tourism development in Gorontalo Province. The communication aspect is very crucial to improve because communication in tourism development between the Provincial and Regency and City Governments and with the community has not been well established.

#### ***HR Competence***

In terms of the quality of apparatus resources owned by the Department of Transportation and Tourism of the Province of Gorontalo, they are still lacking in supporting the implementation of their main tasks and functions, this is based on an insufficient quantity. Likewise, if viewed from a quality point of view using formal education benchmarks and taking into account the competence demands of an employee in handling their field of work, it still needs to be improved, apart from the quantity and quality factors that need attention is the placement of apparatus according to their competence (the right man). in the right place).

### **External Factors**

#### ***Leadership***

The leadership factor in this tourism development policy is a way for the government to be able to influence and invite other actors to commit to implementing tourism development. In this case the attitude and commitment of the government in implementing the RIPPDA Regional Regulation policy is still inconsistent, both the Provincial and Regency and City Governments still pay little attention to tourism development, this is inversely proportional to the village government, which has the desire to commit but in this case is less involved in tourism development, especially support for the budget aspect of the existing local government is still limited. The current leadership by the Provincial Government has not been able to build or create collaboration between actors which can be seen from the lack of cooperation with the public, private sector, academia, and the media.

### **Conflict of Interest**

In the regional tourism development policy of Gorontalo Province it is proven that there is a conflict of interest. This is indicated by the existence of sectoral egos in the development and management of a tourist area. Although this will be related to budgetary conditions and human resources, supporting tourism development requires cooperation and integration of policy implementing actors. Conflicts of interest arise because there are differences in the interests of actors and are triggered by a lack of communication and lack of shared commitment by actors [5]. The government is also not optimal in empowering the community so that there are still quite a lot of people who do not want to be involved in government programs to develop tourism.

Rusyidi & Fedryansah argue that to carry out community empowerment it is necessary to carry out a planning process that is carried out as a whole and to carry out a continuous monitoring mechanism, a systematic development system [6]. This is necessary in order to continuously revitalize all existing resources. For sustainability, it is very necessary to introduce and empower the local government. Because the greatest potential for conflict of interest is in the interests of the people who are treated as objects of a policy [7]. The government must have the desire to utilize the available budget effectively for the development of tourist areas. The government needs to realize a joint commitment by the government and the community, as well as other institutions, and have the courage to consider aspects of the sustainability of the tourism industry by establishing partnerships with the private sector based on studies from academics so that the benefits to the region and the community are clear.

### **CONCLUSION**

The factors that determine the effectiveness of policies are categorized into two, namely internal factors and external factors of the policy:

Internal Factors (1) Communication, communication that exists between the government and the private sector, other institutions and community parties related to optimizing tourism has not been well established, especially how the government changes the stigma of the community so that tourism in its area becomes more conventional in its management so that it is able to produce benefits for the community and government simultaneously and continuously. (2) Competency of human resources. In terms of the quality of the apparatus resources owned by the Gorontalo Provincial Tourism Office, it still does not support policy implementation, especially in terms of implementing policies in the field. Thus, when viewed from the quality of formal education and taking into account the demands for competence, it still needs to be improved, apart from the quantity and quality factors that need attention is the placement of apparatus according to their competence (the right man in the right place). Community competence in tourism development is still minimal, marked by tourism awareness that is still not evenly distributed in society.

External factors in the form of (1) Leadership, Commitment of all implementers in tourism development, where the attitude and commitment of the government in implementing tourism implementation policies in Gorontalo are still diverse where the local government, especially the Gorontalo Provincial Tourism Office, has not been able to mobilize other sectors to take a role in tourism development but indeed this is influenced by the availability of the existing budget; (2) Conflict of Interest. In the regional tourism development policy in Gorontalo Province, there are many conflicts of interest. This is indicated by the existence of sectoral egos in carrying out tourism development programs. Then it can be seen from the management of tourist objects that have not synergized between interested actors, so that the policy directions are still not maximally applicable in developing tourism.

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