

## **PUBLIC PRIVATE PEOPLE PARTNERSHIP AS TOURISM DEVELOPMENT STRATEGY FOR KEPULAUAN BAWEAN**

### ***PUBLIC PRIVATE PEOPLE PARTNERSHIP* SEBAGAI STRATEGI PENGEMBANGAN PARIWISATA BAGI KEPULAUAN BAWEAN**

Dzakiyah Adalatul Hikmah<sup>1</sup>, Andika Maulana<sup>2</sup>, Arimurti Kriswibowo<sup>3\*</sup>

<sup>1,2,3</sup>Public Administration Department, Faculty of Social and Political Sciences, UPN "Veteran" Jawa Timur, Jl. Rungkut Madya No. 1, Gunung Anyar, Kecamatan Gunung Anyar, Kota Surabaya 60294

\*Korespondensi: Arimurti Kriswibowo. Email: arimurti.adne@upnjatim.ac.id

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#### **ABSTRACT**

Indonesia has great potentials in the field of tourism. The cumulative data of the Central Statistics Agency in January-August 2019 indicated that the number of foreign tourist visits to Indonesia reached 10.87 million visits or up 2.67 percent compared with the number of foreign tourists visiting the same period in 2018, which amounted to 10.58 million visits. These data indicate that the number of tourists continues to increase and will impact on foreign exchange income both central and regional. However, in reality, tourism potentials in the regional scope lack the spotlight for the central government, and the local government has not been able to manage it. Kepulauan Bawean saves a lot of variety of maritime tourism charm and has an amazing underwater ecological wealth in the form of a group of islands, each of which has its uniqueness. Kepulauan Bawean lies 80 miles from the mainland of Gresik Regency. The purpose of this research is to recommend a strategy for developing tourism model through public-private-people partnerships (4Ps) for Kepulauan Bawean, Gresik Regency. The method used in this research is qualitative descriptive with data collection techniques through interviews and literature review. The results of this research provide a conceptual description of 4Ps and 4Ps implementation steps for Kepulauan Bawean by using the analysis of the application of three-flow theory in the agenda setting consisting of problem stream, policy stream, and political stream. The concept of public-private-people partnership is very suitable to be applied because it involves government, private and community actors to be partner as a tourism development strategy for Kepulauan Bawean.

**Key words:** Kepulauan Bawean, Public-Private-People Partnership, Tourism, Public Service.

#### **ABSTRAK**

Indonesia memiliki potensi besar di bidang pariwisata. Data Badan Pusat Statistik secara kumulatif pada bulan Januari-Agustus 2019 menunjukkan bahwa jumlah kunjungan wisata manca negara ke Indonesia mencapai 10,87 juta kunjungan atau naik 2,67 persen dibandingkan dengan jumlah kunjungan wisata manca negara pada periode yang sama tahun 2018 yang berjumlah 10,58 juta kunjungan. Data tersebut menunjukkan jumlah wisatawan terus meningkat dan akan berdampak pada pemasukan devisa baik pusat maupun daerah. Akan tetapi pada kenyataannya potensi pariwisata pada lingkup daerah kurang mendapat sorotan bagi pemerintah pusat, dan pemerintah daerah belum mampu dalam pengelolaannya. Kepulauan Bawean banyak menyimpan ragam pesona wisata bahari dan memiliki kekayaan ekologi bawah laut yang luar biasa mempesona berupa gugusan pulau yang masing-masing memiliki keunikan tersendiri. Kepulauan Bawean berjarak 80 mil dari daratan Kabupaten Gresik. Tujuan penelitian ini adalah merekomendasikan strategi model pengembangan pariwisata melalui *public-private-people-partnership* (4P) bagi Kepulauan Bawean Kabupaten Gresik. Metode yang digunakan dalam penelitian ini adalah deskriptif kualitatif dengan teknik pengambilan data melalui wawancara dan *literature review*. Adapun hasil dalam penelitian ini memberikan gambaran konseptual 4P dan langkah implementasi 4P bagi Kepulauan Bawean dengan menggunakan analisis penerapan teori tiga aliran dalam agenda setting yang terdiri dari *problem stream*, *policy stream*, dan *political stream*. Konsep *public-private-people partnership* sangat cocok untuk diterapkan karena melibatkan aktor pemerintah, swasta dan masyarakat untuk bermitra sebagai strategi pengembangan pariwisata bagi Kepulauan Bawean.

**Kata kunci:** Kepulauan Bawean, *Public-Private-People Partnership*, Pariwisata, Pelayanan Publik.

## INTRODUCTION

Indonesia has abundant natural potentials from the western end of the island of Sumatra to the eastern end of the island of Papua. Looking at Indonesia's geographical conditions, one of the potentials that can be developed further is tourism. Indonesia is a magnet for foreign tourists to take a vacation. According to cumulative data from the Central Statistics Agency (BPS) in January-August 2019, the number of foreign tourists visiting Indonesia reached 10.87 million visits, up 2.67 percent compared to the number of foreign tourists visiting the same period in 2018, which amounted to 10.58 million visits. According to data from the Ministry of Tourism of the Republic of Indonesia foreign exchange from the tourism sector at the close of book 2018 increased to reach 19.29 billion US dollars, or nearly reached the 2019 target of 20 billion US dollars. However, from this fantastic amount, most of it was contributed by Indonesia's leading tourist areas, such as Bali, Lombok, and Yogyakarta.

Tourism strategy developed by the Indonesian Government is more focused on improving the quality of leading tourist destinations that are already well-known by the community, not developing new tourist destinations that are owned by the region. As a result, there are many areas where the tourism industry is not maximized in potential. In fact, developing the tourism industry can create investment growth and business opportunities oriented to economic growth, poverty alleviation, and employment (Nurmayasari, 2017).

In the era of regional autonomy, the tourism sector plays an important role in supporting the economy of a region because it has a relationship as a source of accelerating regional economic growth (Besra, 2012). When tourism development is the responsibility of the district government, investment in the tourism sector is an attractive alternative investment considering tourism offers long-

term benefits that are environmentally friendly (Kriswibowo, 2018). One area that according to the author has great potential to be developed in the tourism sector is Bawean. Administratively, Bawean entered the Gresik Regency, East Java Province. Bawean distance is still relatively close to the city of Surabaya, which is the second-largest city in Indonesia and also the largest economic center in eastern Indonesia. In addition, Gresik Regency is part of the Gerbangkertasusila metropolitan area which is a center of national activity in the East Java Province which is regulated in Government Regulation Number 26 of 2010 concerning National Spatial Planning and Regional Regulation of East Java Province Number 5 of 2012 concerning Regional Spatial Planning East Java Province 2011-2031.

As it is known that along with the dynamic implementation of (regional) autonomy, the regional government has a huge opportunity to carry out cooperation with third parties (Asikin, 2013). The government can work with the private sector to produce mutually beneficial relations. The community as the subject of tourism, the tourism development policies and plans must be directed in such a way that within each member of the community grows a sense of belonging to the surrounding tourism assets (Soedarso, S., & Nurif, 2014). The authors want to recommend a concept of public-private-people partnership (4Ps), which is in the 4P model, there are three primary actors in urban planning: the municipality (Public), the developer (Private), and the end-users (People) (Jiménez, 2015; Kuronen, Junnila, Majamaa, & Niiranen, 2010; Majamaa, 2008).

Based on the background, this research aims to recommend a tourism development strategy through public-private-people partnership in Kepulauan Bawean. The concept of partnership offers success by involving all actor governance. So that Kabupaten Gresik can get regional

income through the tourism sector and the Bawean Islands can be better known by local and foreign tourists.

## LITERATURE REVIEW

Government has traditionally been regarded as the dominant actor in the policy arena, with governing essentially seen as a process of one-way traffic from those governing (government) to those being governed (society) (Kooiman, 2000 in Chaperon, 2017). As a democratic country, Indonesia is mainstreaming the involvement of all actors in making public policies in the field of tourism, such as the Government, the Private Sector, and the community. Public-Private Partnership are a contemporary mechanism by which private sector businesses enter into contracts with governments to deliver public services that have traditionally been delivered by the state (Chaperon, 2017).

Public-private-people partnership is a new concept, establishing new ways to improve the inclusion of various public sectors, private actors, residents, NGOs and the civil society actors in planning processes. The concept of 4Ps has arisen partly to respond to criticism of Public-Private Partnership for not sufficiently including citizens, NGO and other actors in the so called civil society, and it is used to refer to a variety of processes involving public actors, private actors, citizens and NGOs in urban planning (Lisa Perjo, Christian Fredicsson, 2016). Public-Private-People Partnerships (4Ps) could integrate "people" into PPP (Zhang & Kumaraswamy, 2012).

Therefore, public-private-people partnerships (4Ps) came as a result of the dominant role that the government plays in the 3Ps model; the government used to centralize all the authorities and to take control of the decision-making process. Thus, the 4Ps model is considered as an evolution of the 3Ps and the difference here is engaging the people from the beginning

till achieving the partnership's targets; besides treating them as the key stakeholder for initiating and implementing developmental programs. This came as a result of some "various challenges have been encountered in some PPPs initiatives causing undesirable project failure"(Ng et al., 2013 in Farahat, 2015).

## RESEARCH METHOD

This research was conducted with data collection techniques through interviews and literature review with searches obtained from previous journals, data from the Central Statistics Agency (BPS), data from the Ministry of Tourism of the Republic of Indonesia, as well as other significant sources that can support this research. Interviews were conducted with the original occupation of Kepulauan Bawean and literature review, the data obtained were analyzed, compiled systematically, compared with each other and discussed related literature (Fahmi, F. Y., & Hidayati, 2016). The type of research used is qualitative. Qualitative research is descriptive and tends to use inductive analysis. Researchers depart from the data, and utilize existing theories as explanatory material, then end up on a hypothesis or theory (Hadi, 2017).

Descriptive research is not too prioritizing meaning, on the contrary, the emphasis is on descriptive analyzing more data surfaces, only paying attention to the processes of occurrence of a phenomenon, not the depth of data or the meaning of data (Umami, 2015). The qualitative method is used because it has characteristics that are appropriate to the existing research topic. This research departs from social problems, problems that exist in society and develops every time. With qualitative methods, this research will be flexible or can adapt to existing changes (Fitriani & Yuningsih, 2016).

## RESULT AND DISCUSSION

### Tourism Development Strategy for Kepulauan Bawean

Based on the Law No. 10 of 2009 concerning Tourism, tourism is a travel activity carried out by a person or group of people by visiting certain places for recreational purposes, self-development, or studying the uniqueness of tourist attractions that are visited in a temporary period. Supported in Gresik Regency Regulation Number 16 of 2013 concerning the Tourism Development Master Plan for Gresik Regency 2013-2025 in Chapter V Tourism Development Strategy Article 16 which contains the tourism industry development strategy as intended, includes: a) Increasing the competitiveness of tourism products. b) Increasing tourism business partnerships. c) Fulfillment of responsibility for the natural and socio-cultural environment.

The tourism industry is a set of organizations, both government and private, that are involved in the development, production, and marketing of a service product to meet the needs of people who are traveling (Rani, 2014). One of the potential tourist destinations, namely Kepulauan Bawean, 80 miles from the mainland of Gresik Regency, has tourism potential not only in the mainland but also in its territorial waters, lakes, beaches, mountain clusters, all presented in their natural state. As for the natural attractions that include the Pantai Ria Gili Barat, fishing villages, Lake Kastoba, Selayar beach, white sand, hot springs, as well as waterfalls that have their charms, high beaches, long tombs, harbor beaches, boarding houses colonial heritage, unspoiled coral reefs. Priority opportunities for developing marine tourism in Kepulauan Bawean can be directed to several locations, namely: Pantai Tanjung, Taman Laut Noko, Kepulauan Gili Timur dan Gili Barat, Pantai Pasir Putih, Pantai Labuhan Tanjung Ori, and Labuhan Kumalasa. Other attractions that also adorn Kepulauan Bawean are the

diversity of art and culture and history. In terms of history, Bawean has a fairly long and unique history. This can be seen from the evidence that is still intact.

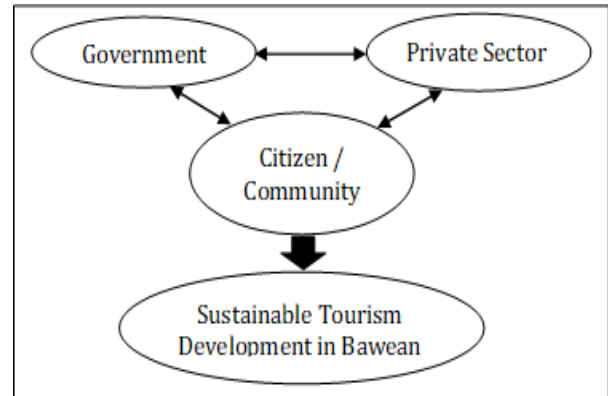
Opportunities for tourism development in Bawean can be seen from routine visits made by Bawean residents who have been domiciled abroad (Singapore and Malaysia). This visitor is a potential visitor who regularly comes to Bawean for a tour. This is due to the inner closeness between these visitors who used to be native Bawean people (Ramli, 2009). Kepulauan Bawean itself has an iconic and very well-known local tourism potential, namely the Deer Bawean (*Axis kuhlii*), an endemic animal that only exists on this island. The uniqueness of the Bawean deer was even adopted as the 2018 Asian Games mascot figure at an international level, but due to the suboptimal branding strategy of Kepulauan Bawean tourism communication superstructure, the Bawean Deer mascot did not necessarily associate with Kepulauan Bawean or Bawean Island Tourism (Satvikadew & Hamim, 2016).

Based on data collected by the Office of Tourism and Culture of Gresik Regency in 2018, the number of tourist visits to Gresik Regency reached 3,568,545 people. However, of that number, 90% are still domestic tourists, around 3,553,920, whereas for the number of foreign tourists only 14,625 people. Even so, this number has increased by 12% compared to last year which amounted to only 3,107,278 people (Anggoro, 2019). Bawean is more accurately called Kepulauan Bawean, because in it there are several islands. At present, Kepulauan Bawean are mostly only visited by local tourists, and the numbers are not many. Naturally, because it is still fairly a bit of tourism promotion carried out, by the local government. Not only promotion, but supporting tourism infrastructure is also still inadequate. In carrying out its functions and roles in the development of regional tourism, local governments must make various efforts in

the development of tourism facilities and infrastructure (Primadany & Ryalita, 2013).

Seeing the potential of Kepulauan Bawean which is quite a lot, covering land and sea areas in the future it will become a potential tourist destination. This must be balanced with infrastructure development strategies such as transportation facilities and other tourism facilities so that Bawean becomes the most popular tourist destination. The current trend of tourists is more rational and has the character that tourist satisfaction is not only based on modern tourism facilities but also the freedom and intensity of interaction with the environment and local communities (Susyanti & Latianingsih, 2014). Regarding human resources in Bawean, it can be said that the quality is still lacking. The quality of human resources deals with the expertise, abilities and work skills of a person doing various activities to produce goods and services that participate in determining the quality of life (Ruhana, 2012). Many Bawean youths go outside the island to pursue better education in Java, but usually, after they finish certain levels of education, most of them do not want to return to their hometowns. This is the reason why the human resources in the region are not developing because the available human resources come out of these islands.

The strategy of tourism development in Bawean, of course, needs collaboration between relevant stakeholders. To build a quality tourism destination cannot rely solely on the role of the government, because government homework is already too much and piling up. One solution is to hold cooperation between related parties, namely the government, the private sector, and also the community. The institutional partnership policy between the government, the public and the private sector, is a system that interacts with the boundaries and rules that have been agreed upon between the various partners (Khitam, 2012).



Source: The Authors' Data (2020)

Figure 1. Conceptual Framework of Public Private People Partnership

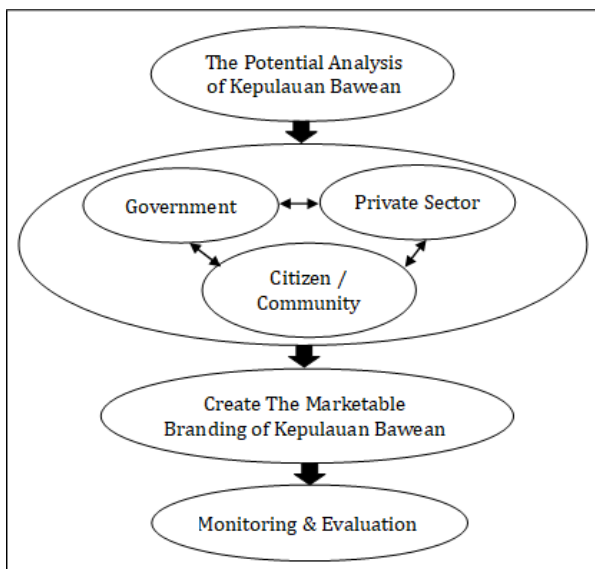
In the case of tourism development in Kepulauan Bawean through the concept of public-private-people partnership, there is a division of roles between the actors involved. The government as a policymaker, creates a forum with the private sector and the community, a process of collaboration with the private sector by signing a Memorandum of Understanding (MoU) involving the community, implementing and evaluating policies. Then the role of the private sector is an investment in the development of air transportation, hotels. Then the role of the community is as a provider of restaurants, comfortable homestays, tour managers and travel around Kepulauan Bawean.

The advantages of applying the concept of public-private-people partnership if applied in Kepulauan Bawean are, first, it will make tourism in Kepulauan Bawean a leading tourism destination in Gresik Regency because many local and foreign tourists will visit Kepulauan Bawean. By creating a good branding on Kepulauan Bawean will give an influence on tourists to vacation on Bawean Island. Second, with tourism activities, economic turnover will increase rapidly because tourism cannot run alone, must be supported by various other sectors which will certainly involve many people with their complex various needs. Not only the government works but also the private sector with investment and the community

as managers of tourist destinations. Third, increase income for individuals or communities in Bawean and also taxes for the central government and profits for the private/business sector. Fourth, the concept of partnering has mutual agreement between various actors so that in the formulation of policies there is no loss. Fifth, in realizing sustainable tourism in the policymaking process of course policies will be formulated based on local wisdom of the Bawean community so that culture, the natural environment will be maintained.

### Steps of Implementing Public-Private-People Partnership for Kepulauan Bawean

Seeing the abundant potential of Kepulauan Bawean and yet the maximum management of the tourism sector. Therefore the need for a strategy in the development of sustainable tourism. The concept of public-private-people-partnership is a new concept in tourism development in Indonesia so it needs to be applied. 4Ps will have a good impact on the development of tourism in Kepulauan Bawean because in its management it involves the government, the private sector, and the community.



Source: The Authors' Data (2020)

Figure 2. Steps of Implementing Public Private People Partnership for Kepulauan Bawean

Based on the stages of research and data processing that have been carried out by researchers, the results of the analysis of the application of Three-Flow Theory in the agenda setting consisting of problem streams, policy streams, and political streams (Kingdon 1984 in Beland & Howlett, 2016). The strategy of developing tourism in Kepulauan Bawean through a public-private-people partnership framework using the Three-Flow Theory analysis in the setting agenda can be explained as follows:

#### 1. Problem Stream

Based on the results of the analysis of researchers, see the problems that exist in the development of tourism in Kepulauan Bawean, namely the abundant resources, the expanse of plains, beaches, and enchanting lakes. However, in the management of tourism, the Gresik Regency government has not been able to manage optimally in branding, the supporting infrastructure of tourism is inadequate. Then the main problem is due to the insufficient allocation of funding sources in the development of tourism in Kepulauan Bawean. Seeing these conditions, the Gresik Regency government needs to make several alternative policies to increase tourism in Kepulauan Bawean. With due regard to the environmental impact, respect for the culture of the local community. An alternative policy is public-private-people partnership as a tourism development strategy for Kepulauan Bawean.

#### 2. Policy Stream

The background to the problem of the emergence of Kepulauan Bawean development strategy through public-private-people partnership is the lack of financial resources to maximize tourism development. This issue was then reviewed together by the government of Gresik Regency, in this case, the Regent of Gresik Regency along with the Head of the Sangkapura District Head and the Head of



the Tambak District Head and the village communities in Kepulauan Bawean. Then in the context of attracting investment with the private sector, a forum for joint review was made. Based on the results of the study, it was obtained. The objectives and indicators of the development of the role of government, private and community as stated in the concept of public-private-people partnership as an element of increased investment, infrastructure and the number of tourists visiting Kepulauan Bawean.

### 3. *Political Stream*

In the political stream stage, tourism development through public-private-people partnership is the result of a mutual agreement after being discussed with the District Head of Gresik, the Head of the Sangkapura District Head, the Head of the Tambak District Head, the private sector and the village community in Kepulauan Bawean. All parties agreed that the concept of partners is an urgency and a mutual agreement. All stakeholders should agree with this partner concept because it is aimed at advancing tourism in Kepulauan Bawean. The public-private-people partnership budgeting system starts from the top. First, a meeting to discuss work meetings at the district government level. After that, a joint working meeting with the Head of the Sub-District Head in Kepulauan Bawean, namely the Head of the Sangkapura District Head and the Head of the Tambak District Head. After agreeing on the results of the meeting, the next step is to disseminate information to the village community. Then invite the private sector to invest. The division of partners here is shared equally by the government as policymakers and tax recipients, the role of the private sector as an investment in the construction of airports and hotels, the role of the community, namely as a provider of restaurants, comfortable homestays, tour and travel managers around Kepulauan Bawean.

Then the next stage is the stage of creating Kepulauan Bawean branding to be known by both local and foreign tourists. Branding is done through slogans, promotions through the web, social media like Instagram on a regular and ongoing basis. Then the last stage is monitoring and evaluation, in this case, carried out by all parties of the government, private sector and the community aimed to see the weaknesses or strengths in Kepulauan Bawean development strategy.

## CONCLUSION

Public-private-people partnership is a new concept in developing tourism in Indonesia. Using the concept of 4Ps can collaborate with the roles of government, private sector and community. The even distribution of roles can maximize tourism potential in Kepulauan Bawean so that sustainable tourism can be achieved. The 4Ps implementation starts with seeing the potential of attractive natural resources in Kepulauan Bawean and needs to be explored more deeply. In the implementation of tourism development in Kepulauan Bawean, it is necessary to apply the concept of public-private-people partnership that is the concept of government, private sector and people partners, namely citizen community. Then for the strategy of attracting tourists, it is necessary to create the branding of Kepulauan Bawean either online or in person. After that, the final stage is monitoring and evaluation to see the achievement of the program. The results of this study indicate that the development of tourism in Kepulauan Bawean using the concept of public-private-people partnership needs an agenda setting in policy making. The agenda setting used is starting from the problem stream, policy stream, and political stream.

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