

Policy Model For The Development Of Community-Based Tourism Destinations In Banggai Laut Regency

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ABSTRACT

Keywords:

*tourism policy,
community-based
tourism, collaborative
governance,
sustainability,
Banggai Laut
Regency*

Article Info

Received:

08/05/2026

Revised:

23/05/2026

Accepted:

16/06/2026

Published:

25/07/2026

This study aims to develop a policy model for community-based tourism destination development in Banggai Laut Regency, an archipelagic region with significant marine and cultural tourism potential. Despite the existence of strategic planning documents such as the Regional Tourism Development Master Plan (RIPPARKAB), the contribution of the tourism sector to regional development remains suboptimal due to weak policy implementation, limited community involvement, and fragmented governance. This research employs a qualitative method with a phenomenological approach, using observation, interviews, and documentation to collect data from key stakeholders. The findings reveal that the current tourism development model has not effectively integrated local communities as central actors in the policy process. The study proposes a theoretical model termed Community-Led Destination Development, which emphasizes the central role of local communities in tourism governance. This model consists of five main components: (1) collaborative governance, (2) community-based planning, (3) community-based management, (4) local-based innovation, and (5) integrated tourism sustainability supported by the development of the local creative economy. The novelty of this research lies in repositioning local communities from passive beneficiaries to primary decision-makers in tourism development. This model contributes to the advancement of integrative tourism development theory by highlighting the importance of participatory governance, contextual planning, and sustainability rooted in local wisdom. The study recommends strengthening regulatory frameworks, enhancing stakeholder collaboration, and institutionalizing community participation to ensure sustainable and inclusive tourism development in Banggai Laut Regency.



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How to cite:

DOI: <https://doi.org/10.54443/ijerlas.v6i4.5662>

Introduction

Tourism constitutes a pivotal industry capable of driving the enhancement of a nation's economic activities, as evidenced by various indicators, including its contribution to global income and employment absorption (Nurlina et al., 2021). Within the Indonesian context, tourism has emerged as a strategic sector and an alternative engine of economic growth. Its significance is reflected in its multifaceted contributions, particularly in generating foreign exchange revenues, augmenting Gross Domestic Product (GDP), and expanding employment opportunities (Nugroho, 2020).

Beyond these macroeconomic dimensions, tourism also plays a critical role in regional development, where it has proven to be a primary source of income and an effective instrument for poverty alleviation.

In generating local revenue (Pendapatan Asli Daerah/PAD), tourism assumes a central role, contingent upon factors such as the number of destinations, tourist attractions, the volume of domestic and international visitors, and hotel occupancy rates (Alam & Faizal, 2021). Moreover, its economic impacts extend to foreign exchange earnings, household income, employment creation, pricing structures, benefit distribution, ownership and control, as well as government development and fiscal revenues. In certain regions, tourism has even transformed areas from relative underdevelopment into major sources of income, as exemplified by the case of Bali. The role of the Indonesian government in the development of the tourism sector is closely linked to the existence of regulations that provide a legal foundation for clear and structured policy directions. Law No. 10 of 2009 on Tourism (Undang-Undang Nomor 10 Tahun 2009 tentang Kepariwisata) establishes the legal basis for the government to design and implement tourism development programs, thereby ensuring that every measure undertaken possesses legitimacy and measurable objectives. Specifically, Article 32, Paragraph (3) affirms that local governments are authorized to develop and manage tourism information systems in accordance with the capacity and conditions of their respective regions. This provision creates space for local authorities to adapt tourism management strategies to local potentials, ensuring that tourism development is not solely oriented toward central government policies but also reflects the characteristics and needs of local communities.

Banggai Laut Regency is established as autonomous regions in Central Sulawesi Province, created through the administrative division of Banggai Islands Regency. This division was ratified by the Plenary Session of the Indonesian House of Representatives (DPR RI) on December 14, 2012, as part of the broader policy on the establishment of New Autonomous Regions (Daerah Otonomi Baru/DOB). The establishment of Banggai Laut as an independent regency is expected to strengthen governance, accelerate regional development, and provide greater opportunities for local communities to participate in democratic processes and regional development initiatives.

As an archipelagic region, Banggai Laut Regency possesses considerable potential in the marine and fisheries sector. Its seas, rich in fishery resources, serve as the backbone of the local economy, while the natural beauty of its coastal areas, small islands, and coral reefs endows the region with significant tourism appeal. This potential not only supports community welfare but also creates opportunities for the development of sustainable tourism, which can enhance regional revenue while simultaneously strengthening local cultural identity (RIPPARKAB, 2015).

In an effort to accelerate tourism development, the Regional Development Planning Agency (BAPPEDA) of Banggai Laut Regency formulated the 2015 Master Plan for Tourism Development (RIPPARKAB). This plan was designed according to Law No. 10 of 2009 on Tourism (Undang-Undang Nomor 10 Tahun 2009 tentang Kepariwisata) and Regional Regulation No. 9 of 2015 concerning the Spatial Planning of Banggai Laut Regency for 2015–2035, thereby ensuring that the direction of tourism development is integrated with regional spatial planning.

This document was prepared as a strategic guideline to direct the integrated and sustainable development of the regional tourism sector. It emphasizes the importance of developing marine-based tourism destinations, improving infrastructure and accessibility to tourism areas, preserving coastal environments and local culture, strengthening institutions and cross-stakeholder governance, and empowering the local economy through the involvement of micro, small, and medium enterprises (MSMEs) and local products. Through this approach, the 2015 RIPPARKAB is expected to position Banggai Laut Regency as a competitive tourism destination that supports community welfare while safeguarding the natural resources and cultural heritage that constitute the distinctive identity of these archipelagic regions.

Although the strategies and programs outlined in the 2015 RIPPARKAB have been elaborated across four components of tourism development, namely the tourism industry, tourism destinations, tourism marketing, and tourism institutions as well as three spatial tourism plans, including the regency's tourism spatial structure, tourism monitoring areas, and strategic tourism development zones, the contribution of the tourism sector to the economy of Banggai Laut Regency remains relatively low to this day (RIPPARKAB, 2015).

In reality, the tourism sector operating in Banggai Laut Regency has not yet been able to play an optimal role in supporting development, despite the existence of numerous programs and abundant potential assets for tourism development. Based on the mapping of tourism development issues outlined in the Strategic Plan (RENSTRA) of the Banggai Laut Regency Tourism Office for the 2021–2026 period, eight key problems have been identified: (1) suboptimal administrative services; (2) low attractiveness of tourism

destinations; (3) underdeveloped tourism marketing; (4) limited development of the creative economy; (5) insufficient development of tourism and creative economy resources; (6) weak development of local culture; (7) limited advancement of traditional Banggai arts; and (8) inadequate preservation and management of cultural heritage sites.

This situation reflects problematic implementation, whereby tourism appears to be displayed merely as exotic beauty in the public sphere, its presence being understood only in terms of aesthetic appeal without exerting significant influence on other sectors, and generating merely pseudo-profits for the local community. The limited positive impact of tourism policies grounded in local wisdom thus illustrates the ineffectiveness of such policies at the level of implementation

This problem is related to the absence of specific and binding regulations governing the mechanisms for involving local communities in the development and management of tourism destinations. The lack of such regulations has resulted in the role of local communities remaining unclear, often ad hoc in nature, and not yet integrated into the regional tourism policy decision-making system

The ineffectiveness of policy implementation is rooted in a variety of obstacles. Several findings from previous studies indicate that aspects of tourism policy related to the Regional Tourism Development Master Plan (RIPPARDA) in Indonesia are no longer aligned with Law No. 10 of 2009 on Tourism (Putri et al., 2023; Kurniawan et al., 2024; Raynaldi et al., 2024). Other challenges include limited communication, inadequate human resources, unfavorable attitudes, misdirected bureaucratic structures of tourism policies (Silvia, 2019; Yudianti, 2021; Agustino, 2022; Ente et al., 2025). Furthermore, the implementation process has not been mutually supportive, compounded by the lack of clarity in management standards (Arfandi & Adhayanto, 2017; Nugroho, 2020; Nurlina & Andiny, 2021; Ode et al., 2022). Lack of promoting and marketing (Idris dkk, 2021; Maulanid dkk, 2024; Hartono dkk, 2025)

The transition of regulation from Law No. 10 of 2009 on Tourism (Undang-Undang Nomor 10 Tahun 2009 tentang Kepariwisata) to Law of the Republic of Indonesia No. 18 of 2025, which constitutes the third amendment to Law No. 10 of 2009 (Undang-Undang Republik Indonesia nomor 18 tahun 2025 tentang perubahan ketiga atas undang-undang nomor 10 tahun 2009), provides the legal foundation for the government to implement tourism development policies. Broadly, this amendment introduces substantive changes encompassing the foundations, principles, and objectives of tourism; the principles of tourism administration; the organization of tourism activities; tourism development planning; tourism destinations; tourism marketing; strategic tourism areas; the tourism industry; tourist attractions; facilities and infrastructure; information and communication technology; community-based tourism; creative activities; rights and obligations; the authority and responsibilities of central and local governments; the strengthening of culture-based tourism promotion; the improvement of tourism human resources and tourism education; and community participation

Article 5, point (f) of Law No. 18 of 2025 stipulates that the administration of tourism shall be carried out under the principle of ensuring integration across sectors, across regions, and between central and local governments, as part of a systemic unity within the framework of regional autonomy, as well as integration among stakeholders. Based on this provision, tourism management must involve other sectors such as transportation, the creative economy, environmental management, education, and culture, while engaging government, private actors, communities, academics, and the media within a collaborative system. Further reinforcement is articulated in Article 6, paragraph (2), which states that the administration of tourism shall be undertaken by the government, local governments, tourism business actors, tourism entrepreneurs, destination managers, communities, academics, and other relevant stakeholders

This principle of integration serves as a crucial foundation to prevent policy fragmentation, which often arises from sectoral ego, overlapping authorities, and weak coordination among stakeholders. Through a systemic approach, tourism is not merely regarded as an economic sector, but as an instrument of sustainable development capable of fostering regional growth, cultural preservation, and community welfare. Accordingly, this study departs from the urgency of formulating a tourism policy model that can synergistically integrate diverse actors and sectors, particularly in the development of community-based tourism destinations in archipelagic regions such as Banggai Laut Regency

Based on the above background, the focus of this study is developing a policy model for community-based tourism destination development in Banggai Laut Regency, drawing upon Fletcher et al.'s (2018) theory of integrated tourism destination development. Academically, this research aims to contribute to the discourse on tourism policy grounded in local wisdom, thereby generating recommendations for the

Banggai Laut local government in formulating sustainable tourism strategies. In addition, the study examines the role of Banggai Laut communities in participating in the development of tourism based on local wisdom, as well as the impacts of tourism development on cultural preservation and the welfare of local communities

Method

This study employs a qualitative research method with a phenomenological approach. This approach is used to formulate a policy model for the development of community-based tourism destinations, positioning local communities as the primary actors in development within Banggai Laut Regency by investigating the ongoing implementation of tourism policies in the region. The data sources consist of both primary and secondary data. Primary data were obtained through direct field observations and interviews with key informants, while secondary data were collected from documentation, books, journals, and regional regulations related to tourism development. The study applies purposive sampling to determine informants. In this technique, informants are selected from experts and authorities responsible for implementing tourism development policies, as they are considered to possess valid and necessary information for the research.

The data collection techniques employed in this study include observation, interviews, and documentation. The research procedure began with observation, in which the researcher conducted direct field observations to gather visual data and record the actual conditions of the objects under study. Subsequently, interviews were carried out with predetermined informants to obtain in-depth information and firsthand perspectives. Finally, documentation involved the collection of secondary data from various written sources such as books, journals, and official documents, complementing and supporting the primary data obtained. The data analysis techniques applied in this study consist of data condensation, data presentation, and conclusion drawing/verification. The validity of the data was ensured through four criteria: credibility, transferability, dependability, and confirmability

Results and Discussion

The findings of this study reinforce the assumption that tourism development involving local communities in Banggai Laut Regency requires an integrative development approach that places local communities at the centre of conceptualized as Community-Led Destination Development. The theoretical novelty emerging from this research, as a result of conceptual reconstruction, can be explained as follows:

1. Collaborative governance

Collaborative governance is enhanced by incorporating the dimension of local communities as the center of operational decision-making. Local communities actively participate in the planning, implementation, and evaluation of destination development, while local governments, the private sector, and supporting institutions function as facilitators, coordinators, and policy enablers. This pattern produces a more balanced distribution of authority and strengthens the sense of ownership among local communities toward tourism destinations. Collaborative governance offers significant potential for destination management by exploring the constituents of tourism destinations and focusing on providing direction and boundaries for destination development (Ivona, 2021; Wibowo et al., 2022)

Collaborative governance places local communities as the primary actors directly contributes to the sustainability of tourism destination development. Active community involvement in governance strengthens local norms, protects natural resources, and preserves social and cultural values. Collaborative governance among stakeholders such as local governments, communities, and the private sector has successfully driven infrastructure development, destination promotion, and improvements in the quality of tourism services (Muallim et al., 2024; Aulia, 2025). This enriches integrative development theory by affirming that sustainability is not merely the outcome of policy, but also the product of community-based collaborative governance practices. As Emerson, Nabatchi, and Balogh (in Saputra, Juni, & Astuti, 2022) argued, collaboration is a governance process in which public, private, and civil society actors jointly engage in structured interactions, grounded in principled engagement, shared motivation, and the capacity for joint action, in order to produce collective decisions and actions to address public problems that cannot be resolved by a single actor alone

The findings of this study would expand the body of integrative development theory by introducing a collaborative governance model oriented toward local communities. This aligns with the research of (Ivona, 2021; Ahmad Mansur, 2023; Faruq & Mubasyaroh, 2025), which emphasize community involvement and sustainable practices as drivers of local economic growth. Moreover, these studies

highlight the importance of contextualizing tourism development policies to the characteristics of specific regions, particularly archipelagic areas, as a foundation for inclusive and sustainable tourism policy formulation

Furthermore, this study broadens the theoretical corpus of integrative development by presenting a collaborative governance model oriented toward local communities, contextualized to the characteristics of archipelagic regions, and relevant as a foundation for the formulation of inclusive and sustainable tourism development policies

2. Community-based planning

Planning, as a theoretical development, also reflects a significant paradigm shift by positioning local communities as the primary actors. This shift moves away from technocratic and top-down approaches toward participatory and collaborative planning that is deliberative in nature. Within this model, local communities are no longer involved merely at the consultation stage; rather, they actively serve as formulators of needs, determiners of priorities, and initial decision-makers in the destination development planning process. According to Charles E. Lindblom (as cited in Afifi, 2018), planning is understood as a gradual and adaptive process, rather than a sudden, large-scale transformation. Decisions are made incrementally, building upon previous policies with minor adjustments

Community-based planning affirms the position of local communities as subjects of strategic planning. This process enables the integration of local knowledge, cultural values, and historical experiences into tourism destination development plans. As a result, planning becomes more contextual, realistic, and adaptive to the characteristics of archipelagic regions, particularly in relation to limited accessibility, environmental carrying capacity, and dependence on local natural resources

Community-based planning encourages more effective cross-sectoral and cross-actor synchronization. Through collaborative planning forums, the interests of local governments, business actors, and communities can be aligned from the outset, thereby reducing program overlap and enhancing coherence between tourism development plans, spatial planning, and environmental policies. In this context, local communities serve as guardians of local interests, ensuring that the direction of development does not deviate from the needs and capacities of the region

Theoretically, it is affirmed that planning which positions local communities as the primary actors directly contributes to social legitimacy and the sustainability of program implementation. A high level of community involvement in the planning process enhances the sense of ownership and collective responsibility for development outcomes. Furthermore, participatory and collaborative planning serves as a strategic foundation to ensure that tourism destination development aligns with the needs of local communities and the characteristics of archipelagic regions. Therefore, the success of planning is determined not only by the technical quality of the plan, but also by the degree of substantive participation of local communities

3. Community-based management

Destination management within the development framework undergoes a fundamental transformation when local communities are positioned as the primary actors, rather than merely as supporting labor or beneficiaries. Tourism destination management in archipelagic regions has proven to be more effective and sustainable when local communities are directly involved in operational decision-making, resource regulation, and the control of daily tourism activities. As Frederick W. Taylor (as cited in Aldi, 2024) explains, management is understood as an effort to improve efficiency and work productivity through standardized procedures, time measurement, and rational division of labor

Community-based management promotes efficiency and effectiveness in the utilization of local resources. The local community's knowledge of environmental conditions, seasonal cycles, and the carrying capacity of archipelagic areas enables destination management that is more adaptive and contextual. In practice, local communities are capable of establishing internal regulations, defining role distributions, and implementing social monitoring mechanisms that maintain a balance between economic interests and environmental sustainability

In the development of theory, it is revealed that community-based management reinforces the role of management as the primary arena for the actualization of community leadership, the integration of cross-actor interests, and the safeguarding of tourism destination sustainability in archipelagic regions. It further

emphasizes that community-based management is not merely a technical strategy, but also an instrument of social justice in tourism development

4. Local-based innovation

Local-based innovation is a strategic approach to development that positions local communities as key actors, particularly in the context of tourism in archipelagic regions. Innovation is not merely understood as the adoption of modern technologies or external practices, but rather as a creative process rooted in local knowledge, traditional wisdom, and the collective experiences of communities in managing their territorial resources. As Geoff Mulgan (as cited in Piliyanti, 2022) states, innovation is not only technical in nature, but also represents new solutions to social problems that are more effective, inclusive, and sustainable. In this regard, local communities act as both initiators and implementers of innovation

Local-based innovation is a strategic approach to development that also positions local communities as key actors, particularly in the context of tourism in archipelagic regions. Innovation is not merely understood as the adoption of modern technologies or external practices, but rather as a creative process derived from local knowledge, traditional wisdom, and the collective experiences of communities in managing their territorial resources. As Geoff Mulgan (as cited in Piliyanti, 2022) explains, innovation is not only technical in nature, but also represents new solutions to social problems that are more effective, inclusive, and sustainable. In this regard, local communities act as both initiators and implementers of innovation

Theoretically, this study advances the concept of local-based innovation by affirming the role of local communities as primary innovators in tourism destination development. Communities are not merely users of innovation, but also creators of contextual solutions that are relevant to the social, cultural, and ecological characteristics of archipelagic regions. Innovation emerges in various forms, such as the packaging of attractions rooted in local culture, the development of tourism products based on local natural resources, and the adaptation of traditional practices into value-added tourism experiences

This conceptualization highlights participatory, community-based innovation, in which the innovation process unfolds collectively through mechanisms of social learning, local experimentation, and knowledge exchange among community members. Local governments and external actors serve as catalysts of innovation by providing facilitation, mentoring, and access to technology without dominating the creative processes of the community.

5. Integrated tourism sustainability

Integrated tourism sustainability serves as the key that unites the entire process of destination development when local communities are positioned as the primary actors. Sustainability is no longer understood as a stand-alone ultimate goal, but rather as a guiding principle internalized within governance, planning, management, and local-based innovation. This affirms that sustainability can only be effectively achieved when local communities are actively involved throughout the entire cycle of tourism destination development

Theoretically, the concept of sustainable tourism development is advanced by integrating a community-centered sustainability approach. Local communities act as sustainability stewards, possessing social and moral authority to maintain the balance between economic interests, environmental preservation, and socio-cultural sustainability. In the context of ecologically vulnerable archipelagic regions, this role becomes crucial in regulating the intensity of tourism activities in accordance with environmental carrying capacity. As Freeman (as cited in Ardhiatma, 2025) emphasizes, tourism sustainability can only be achieved when the interests of all stakeholders, such as: government, local communities, the private sector, tourists, and the environment—are accommodated in a balanced manner

Integrated tourism sustainability makes a tangible contribution to the socio-ecological resilience of destinations. Destinations managed under community-based sustainability principles are better able to withstand external pressures such as fluctuations in tourism markets, climate change, and socio-economic crises. This enriches integrative development theory by affirming that sustainability constitutes the fundamental foundation for the long-term viability of tourism destinations in archipelagic regions

The development of the creative/local economy is also a strategic approach that directly strengthens the position of local communities as primary actors in tourism destination development. The creative economy does not merely function as a complement to tourism activities, but serves as the main engine for generating local added value by linking cultural potential, natural resources, and community creativity with the needs and preferences of tourists. The development of the creative/local economy functions as an instrument for ensuring a more equitable distribution of tourism benefits. Through joint business schemes, community cooperatives, and local partnerships, income from tourism activities can be distributed more fairly at the community level. In the context of archipelagic regions, these mechanisms have proven effective in reducing economic leakage and strengthening the local value chain, thereby ensuring that the economic benefits of tourism are genuinely experienced by local communities. According to Blakely and Leigh (as cited in Fernia, Puspaningtyas, & Wahyudi, 2025), economic development must be based on local potential, capacity, and actors, through partnerships among government, the private sector, and communities. Furthermore, Michael Porter (as cited in Putra, 2014) argues that economic development will be more effective when economic activities are concentrated within clusters, thereby fostering innovation, efficiency, and competitiveness.

Theoretically, the concept of the local creative economy in tourism is developed by affirming the role of local communities as producers, managers, and owners of creative economic products and services. Products such as local handicrafts, traditional cuisine, performing arts, and experience-based tourism services evolve as the collective creativity of communities, rather than as commodities dominated by external actors. This strengthens the economic independence of communities and reduces dependence on external investment. The community-based creative economy positions economic activities as an integral part of governance, management, and the sustainability of tourism destinations. The creative economy is not developed in isolation, but is synergized with cultural preservation and environmental protection. In this way, economic growth does not conflict with sustainability principles; rather, it becomes a means of strengthening local identity and the socio-economic resilience of local communities.

Conclusion

Based on the findings of this study, tourism development in Banggai Laut Regency has not yet reached its optimal potential despite the region's abundant natural and cultural resources. The main challenges lie in weak policy implementation, limited involvement of local communities, and the lack of integration among stakeholders in tourism governance. This study formulates a policy model called Community-Led Destination Development, which positions local communities as the primary actors in all stages of tourism development, including planning, management, and evaluation. The model is built upon five key pillars: (1) collaborative governance that emphasizes multi-stakeholder cooperation with community-centered decision-making; (2) community-based planning that is contextual and adaptive; (3) community-based management that enhances efficiency and sustainability; (4) local-based innovation rooted in indigenous knowledge and community creativity; and (5) integrated tourism sustainability supported by the development of the local creative economy. Theoretically, this study contributes to the advancement of integrative tourism development by emphasizing a community-centered approach. Practically, it provides policy recommendations for local governments to strengthen regulatory frameworks, enhance community capacity, and foster effective cross-sector collaboration. In conclusion, community-based tourism development not only improves economic welfare but also ensures environmental sustainability and strengthens local cultural identity in a sustainable manner.

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