

# Implementation Of Kapuas River Marine Tourism Policy Development As Waterfront City In Pontianak City, West Kalimantan Province

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**Abstract**—The purpose of this study is to examine the implementation of the Kapuas River marine tourism development policy in Pontianak City in order to have implications for the results of the analysis regarding these activities, as well as the inhibiting and supporting factors, as well as the formulation of suggestions/recommendations for policymakers and implementers to consider research results as alternative options. By examining the government's role in the policy of developing marine tourism on the Kapuas River in Pontianak City, this study employs a qualitative method and a descriptive approach. Pontianak City Government, with data sources including interviews at the Pontianak City Culture and Tourism Office and the community; observation data in the Kapuas River Area to cross-check the policy implementation process; and documentation study data in the form of policy documents at the Pontianak City Culture and Tourism Office. The data was then analyzed using the triangulation technique, which was followed by thematic narration. The research produced a synthesis in the form of implementing the development and development of Kapuas River marine tourism as a Waterfront City in Pontianak City, which was done in accordance with Pontianak City Regional Regulation Number 2 of 2013 concerning Spatial Planning and Pontianak City Regions 2013-2033. In the process of developing marine tourism on the Kapuas River as a Waterfront City in Pontianak City, almost all variables show positive results. Non-optimal policy implementation can be attributed to two factors: a) resources, specifically staff who are slightly less accountable due to the internal dynamics of the policy implementing organization, and b) bureaucratic structure, particularly in the context of standard operating procedures (SOP).

**Keywords**—*Tourism, Waterfront City, Kapuas River, Pontianak City*

## INTRODUCTION

Tourism development in a community will bring many benefits to the community, including economic, social, and cultural benefits. However, if the development is not properly planned and managed, it will cause a slew of issues that will make life difficult, if not impossible, for the community. To ensure that tourism develops properly and sustainably, bringing benefits to humans while also minimizing it. Tourism must be preceded by an in-depth study, specifically research on all of the population's resources, to mitigate any negative effects that may arise.

Concerning the tourism sector, previously, Minister of Tourism and Creative Economy, Sandiaga Salahuddin Uno invited all heads of district and municipal tourism offices throughout Indonesia to discuss accelerating the tourism sector's and creative economy's recovery. West Kalimantan Province is one of the provinces known as the "Thousand Rivers Province." This moniker corresponds to the geographical conditions, which include hundreds of large and small rivers, some of which can and are frequently navigable. Pontianak City, the capital city of West Kalimantan Province, has enormous water resource potential because it is fed by the Kapuas River. The Kapuas River is Indonesia's longest river, stretching 1,086 kilometers, and the watershed has a catchment area of 98,249 kilometers, with 33 main rivers and 11 branches. The Kapuas River has strategic values and functions for its people, and it plays a significant role in the West Kalimantan Province's development.

The existence of the Kapuas river benefits the surrounding community by providing a means of water transportation, daily needs, power generation (PLTA), and the use of tourist attractions that attract water tourism attractions in Pontianak City. However, the existence of the Kapuas river is inextricably linked to the surrounding environmental issues. Because of Pontianak's dense population, many residential

communities have sprouted up along the banks of the Kapuas River. The accumulation of garbage around the Kapuas river is a common problem caused by residential areas. People who live along the river's banks use it as a dumping ground for waste and garbage. Water contamination in the Kapuas River is caused by a lack of public awareness and a lack of landfills near the river. The Kapuas River itself is one of the water attractions owned by locals, as water canoe rides are currently available on the river. Of course, the sight of garbage piling up will reduce the value of existing water tourism. The surrounding community is also aware that garbage can be a source of issues for the community and visitors to cafes or stalls on the Kapuas River's banks.

It is unfortunate that the Kapuas River, an icon of Pontianak City, appears to be overlooked in terms of tourism development, especially given the current issues. As a result, the government's role in managing regional assets like the Kapuas River tourist attraction is essential. It mandates the special authority of regional institutions known as regional autonomy through Regional Government Law Number 23 of 2014. This authority allows local governments to manage their own household affairs in order to improve the welfare of the local community, based on their abilities and potential (Rasyid: 2002). The development of the concept of autonomy in regional development implementation implies that local governments have the authority to process, utilize, and manage any potential regional assets and resources to be empowered in order to make a genuine contribution to regional development and improving people's living standards. Local governments are directed to be able to identify strategic sectors that can encourage development implementation in the region.

At this time, the central government is beginning to recognize the potential of the Kapuas River, Indonesia's longest river, to be developed into a tourist attraction capable of attracting tourists. The government plans to revitalize the riverfront area so that it can be used as a Waterfront City, attracting both domestic and foreign tourists to Pontianak City. This potential is a strong reason why the Pontianak city government wants to develop the Waterfront City (WFC) project, even to the central government, where Pontianak City has been selected as one of the five new cities to be revitalized in the National Development Planning Agency (Bappenas) program in accordance with the Development Plan of National Medium Term (RPJMN) 2015-2019.

The waterfront is part of spatial planning in the 7th strategy, which is a strategy to improve the economy, socio-culture, natural resource utilization, and technology, according to the RTRW (Regional Spatial Planning) of Pontianak City for the 2013-2033 period. The seventh strategy, based on the RTRW 2013-2033, is as follows: a) Making space available for local product industry activities in order to promote the growth of the creative economy; a) Designating

cultural and historic sites as cultural heritage that can be developed into tourist attractions; b) Creating tourism and cultural activities and areas that are one of the city's attractions; c) Develop tourism, recreation, and nature protection activities in the outskirts and bodies of the Kapuas River with the concept of a waterfront city; d.) Develop agribusiness center areas; and e) Maintain and realize environmental function preservation.

## LITERATURE REVIEW

### Concept of Waterfront City Marine Tourism

Tourism is a multidimensional and multi-disciplinary activity that manifests as a manifestation of each person's and country's needs, as well as interactions between tourists and local communities, fellow tourists, the government, regional governments, and entrepreneurs (Happy Marpaun: 2002). A strategic tourism area is one that has the primary function of tourism or has the potential for tourism development and has a significant impact on one or more of the following areas: economic, social, and cultural growth, natural resource empowerment, environmental carrying capacity, and defense and security (Gamal Suwanto, 1997). A tourist destination, also known as a tourism destination, is a geographical area located within one or more administrative areas that contains tourist attractions, public facilities, tourism facilities, accessibility, and communities that are interconnected and contribute to the success of tourism (RS Damardjati: 2007).

Tourist attractions are defined as anything that has uniqueness, beauty, and value in the form of natural, cultural, and man-made wealth that is the target or destination of tourist visits (R.S Damardjati: 2007). Tourism is a travel activity in which a person or group of people visit specific locations for the purpose of recreation, personal development, or studying the uniqueness of tourist attractions visited for a limited time (Nyoman S. Pendit: 2002).

Soekadijo classifies natural tourism into five categories, which include: 1) Beach tourism (Marine tourism) is a type of tourism that is supported by facilities and infrastructure for swimming, fishing, diving, and other water sports, as well as accommodations, meals, and drinks. 2) Ethnic Tourism (Ethnic Tourism) is a journey to observe interesting manifestations of culture and people's lifestyles. 3). Nature Reserve Tourism (Ecotourism) is a type of tourism that is widely associated with a love of natural beauty, the freshness of mountain air, rare wonders (wildlife), and plants that are rarely found elsewhere. 4). Hunting tourism is tourism that takes place in countries where hunting is legalized by the government and promoted by various travel agents or agencies. 5) Agrotourism is a type of tourism that organizes trips to agricultural projects, plantations, and nursery fields where group tours can visit and study the freshness of the surrounding plants.

Nature tourism is one aspect of human life that is uniquely fulfilled to provide balance, harmony, tranquillity, and excitement, where natural recreation or natural tourism is one form of utilization of natural resources based on the principle of natural sustainability. Marine tourism is tourism that focuses on lakes, beaches, or the sea. Maritime tourism is a visit to a tourist attraction, particularly to see the beauty of the ocean, diving with full diving equipment, and so on (Pandit: 1994). A marine tourism area is one that has certain functional functions or aspects; by using a regional development approach, it is hoped that development can be more interactive and functionally responsive, allowing the benefits of development to be developed to have a potential and strategic sector or business to support development (Adisasmita: 2005). According to Samsuridjal and Kaelany, there are challenges in developing marine tourism, including: 1) The tourism development system, which includes infrastructure, management, and an integrated marketing system, has yet to be established. 2) The public's and domestic investors' lack of interest in developing marine resources. 3) Image of national security and marine resource management. 4) Because marine tourism equipment is classified as a luxury item, the tax is high. Coastal and marine tourism is an economic process that markets ecosystems and is a desirable and uncommon specialty market for people who are environmentally conscious and interested in nature observation. There are five factors (Adisasmita: 2005).

### **Pontianak City Regional Regulation No. 2 of 2013 relating to Pontianak City Spatial Planning 2013-2033**

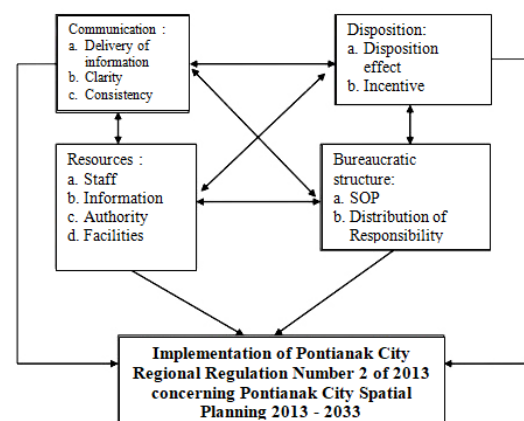
Waterfront planning is part of Pontianak City's 2013-2033 RTRW, which is a city government strategy for organizing urban spatial planning. There are eight strategies used in urban spatial planning to improve certain aspects of Pontianak City. Waterfront planning is part of the 7th strategy, which is a strategy to improve the economy, socio-culture, natural resource utilization, and technology. The seventh strategy, based on the RTRW 2013-2033, is as follows: As referred to in Article 4 letter g, the strategy for determining strategic areas from the standpoint of economic, socio-cultural interests, utilization of natural resources and/or high technology, as well as the functions and carrying capacity of the environment includes: a. Make room for local product industry activities to promote the growth of the creative economy; b. Developing cultural and historic sites as cultural heritage that can be developed into tourist objects; c. Developing tourism and cultural activities and areas that are one of the city's attractions; d. Developing tourism, recreation, and nature protection activities in the outskirts and bodies of the Kapuas River with the concept of a waterfront city; e. Developing an agribusiness center area; and f. Maintain and realize environmental function preservation.

According to the Pontianak City RTRW 2013-2033, "Waterfront area planning (Water Front) is a plan that optimizes the potential of river/beach border by directing the orientation of the building towards the river and making the river border area a public open space to improve community accessibility to the use of water bodies." According to the Pontianak City Spatial Plan, Pontianak City is an order I city in West Kalimantan Province's city system. Pontianak City serves as a PKN (National Activity Center), serving as a gateway to international regions (particularly ASEAN) and a driving force in the surrounding area. The function and role of Pontianak as a National Activity Center in its regional area constellation, namely as a center for trade and services as well as the entrance and exit for both goods and people to the province of West Kalimantan.

New development will be carried out in the areas of West Pontianak and North Pontianak, namely new development complete with the availability of facilities and infrastructure, with the concept of developing a new city with its own charm for regional development. The development of this new city in West Pontianak can be carried out with the concept of creating a ready-to-build area (Kasiba, at least 3,000 units) and a stand-alone ready-to-build environment (Lisiba), at least 1,000 units. The Kapuas River, also known as the Batang Lawai River or the Kapuas Buhang River, is a river in West Kalimantan. It should be noted that this river is not only the longest on the island of Borneo, but also in Indonesia. The Kapuas River itself is approximately 1,143 kilometers long, with water sources or upstream originating in the Muller Mountains, Putussibau Regency, and flowing through Sintang, Sekadau, and Sanggau Regencies before ending in the Karimata Strait, or more precisely around Pontianak City. The Kapuas River's width ranges from 70 to 150 meters, and one of its most notable features is that it never experiences drought during the dry season.

Policy Implementation Concept Framework for the Development of Kapuas River Marine Tourism as a Waterfront City in Pontianak City, West Kalimantan.

**Picture 1- Conceptual framework**



Source: Processed by Researchers 2021

## RESEARCH METHOD

The descriptive qualitative research method was used in this study. This method was chosen because the purpose of this research is to gain insight into the development of marine tourism in the Kapuas River. Specifically, the role of the government and the stages of development of Kapuas river tourism in Pontianak City are discussed. Because researchers want to learn more about the role of government in the development of marine tourism on the Kapuas River, they will conduct in-depth interviews with government officials who are authorized to do so, as well as observe directly the potential that exists in the field and conduct interviews with the Tourism Office. In this case, the researcher is the most important tool (Lincoln and Guba in Moleong, 2006).

The data analysis technique used is data analysis using Miles and Huberman's interactive model of analysis. The researcher moves through three components in this interactive model: data reduction, data display, and conclusion drawing, which includes withdrawal and verification stages (Miles and Huberman, 1992). This model advises researchers to always consider the three components of analysis when conducting data collection activities, during the data collection process, and after the data collection process is complete by utilizing the time available for this research.

## RESULTS AND DISCUSSION

The optimization of policy implementation in "Implementation of the Kapuas River Marine Tourism Development Policy as a Waterfront City in Pontianak City, West Kalimantan Province" is based on the existence of 4 major aspects of public policy implementation. Communication patterns, resources, disposition, and bureaucratic structure are examples of these aspects. The existence of Regional Regulation Number 7 of 2016 concerning the Establishment and Composition of Regional Apparatuses of Pontianak City, which was later redefined by Mayor Regulation Number 65 of 2016 concerning Position, Organizational Structure, Main Duties, Functions, Job Descriptions, and Work Procedures of the Youth, Sports, and Pontianak City Tourism, serves as a guide on how policy is implemented, which today focuses on the implementation of Kapuas River marine tourism development as a Waterfront City in Pontianak City. Technically, the researcher conducted interviews and observations in accordance with the predetermined research focus. The researcher also conducts an analysis of each research result obtained in this section.

### 1. Communication

Information and communication dissemination play a critical role in policy implementation. In this context, efforts to synchronize policy concepts from the top to policy targets are required. At the highest level, the government is the implementer, while at the lowest level, the local government is the technical implementer. The recipient of the program or policy

benefit, in this case the community of Pontianak City, is the target of the implementation itself. Each stakeholder must communicate effectively in order for the ongoing program to be successful. The urgency of the effectiveness of delivering information and communication in program delivery is very high during the distribution of information and communication processes, including what is the basis, why is it done, how is the process, and other concepts. The main goal is to ensure that the program is properly and effectively understood by the formulator, implementer, and recipients or targets through policy synchronization, so that the program's vision can be achieved optimally. In relation to synchronization in the delivery of existing programs, then in Pontianak City's policy of developing Kapuas River Marine Tourism as a Waterfront City.

### 2. Resources

The availability of resources is critical in the policy-implementation process. Resources, like capital, play a role in the effectiveness of public policy implementation. The program must have capital in the form of resources that have been optimized by stakeholders. Even if the policy has been communicated clearly and consistently, if the implementer lacks the resources to implement it, the implementation will not run optimally, potentially impeding the achievement of program objectives. Human resources (staff), budgetary resources, and equipment resources are examples of these resources (including facilities and authority). Pontianak City Government officials will be the implementers of the Pontianak City Regional Regulation Number 2 of 2013 concerning the Pontianak City Regional Spatial Plan for 2013-2033. Resources play an important role in supporting development policies and the development of marine tourism on the Kapuas River in Pontianak City as a Waterfront City.

Resources are a critical factor for implementers in increasing fluency in supporting development activities and the development of marine tourism on the Kapuas River as a Waterfront City in Pontianak City. A sufficient budget, hardworking staff, the role of our authority based on formal legal policies, and other supporting resources are required in the development process to maximize the benefits obtained after development and tourism development. The Pontianak City Youth, Sports, and Tourism Office is supported by resources in the form of professional, qualified, and responsible personnel for their duties in carrying out the stages of development and development of Kapuas River marine tourism as a Waterfront City in Pontianak City. Although there are still some less responsible personnel in the delivery, this has little impact because the number of qualified, professional, and responsible personnel capable of providing maximum support in the implementation of the provision of social assistance and adaptability to the work system is quite high. Together with the adequacy of the development and operational budgets established in the APBD, roles/authorities,

and qualified facilities. Overall, this contributes to the smoothness and success of development policies, as well as the development of marine tourism along the Kapuas River in Pontianak City as a Waterfront City. According to the researcher's analysis, the optimization of development and development will be carried out properly by maximizing all aspects as a whole.

### 3. Disposition

The disposition of the implementers in the implementation of development policies and the development of marine tourism of the Kapuas River as a Waterfront City in Pontianak City is a strong motivation and will in determining the success of tourism development and development policies. Disposition is also defined as policy actors' desire and proclivity to carry out policies seriously in order to achieve policy objectives. In connection with the Pontianak City Government's determination of the Kapuas River as a Waterfront City for the implementation of development policies and the development of marine tourism.

The implementation of the disposition as stated above is one of the evidences that the stakeholders implementing the policy, either technically or substantially, support the development and development of the Kapuas River marine tourism as a Waterfront City in Pontianak City. This assistance is provided at every stage of the activity implementation process. This commitment to implementing the development and development of the Kapuas River marine tourism as a Waterfront City in Pontianak City was also conveyed by UPT staff, who believe that all stages in implementing the policy are highly dependent on all personnel's commitment and responsibility in implementing the provisions stipulated in the Pontianak City Regional Regulation. This commitment to implementing the development and development of the Kapuas River marine tourism as a Waterfront City in Pontianak City was also conveyed by UPT staff, who believe that all stages of policy implementation are highly dependent on the commitment and responsibility of all personnel in implementing the provisions stipulated in the Pontianak City Regional Regulation Number 2 of 2013 concerning the Pontianak City Spatial Plan for 2013-2033.

The results of the above delivery demonstrate that not all individual implementers take their activities seriously. The added value, however, comes in the form of cooperation and mutual understanding that policy implementation is a collaborative effort. To achieve the main goal, the task must be completed collectively in a team. As a result, when performance begins to deteriorate, each member of the team rallies around one another. Another relevant viewpoint was expressed by other UPT ranks at the Pontianak City Youth, Sports, and Tourism Office, who stated that the disposition, which was the motivation or willingness in the implementation of development policies and the development of Kapuas River marine tourism as a Waterfront City in Pontianak City, became a key

factor, succeeding the absence of a program. According to the researcher's findings, the strong will and motivation of policy actors toward the Pontianak City Government program aided in the successful implementation of development policies and the development of Kapuas River marine tourism as a Waterfront City in Pontianak City. It is well understood that the success of a public policy is determined not only by the extent to which policy actors know what to do and their ability to implement the policy, but also by their willingness and motivation to realize the policy objectives themselves. As a result, in order to maintain high motivation and morale, additional benefits must be provided to personnel involved in the policy of developing and developing marine tourism on the Kapuas River as a Waterfront City in Pontianak City. According to the findings of the research, motivation and enthusiasm are high. This is due, in part, to the attention of the Head of the Pontianak City Youth, Sports, and Tourism Office through staff meetings, which are regularly scheduled to seek input and evaluate the implementation of policies that have been implemented, so that the staff feels cared for by the leadership.

### 4. Bureaucratic Structure

Organizational structure has a significant influence on policy implementation, both institutionally and in terms of policy implementation. This aspect of organizational structure is divided into two parts: the mechanism and the structure of the bureaucracy itself. The first aspect is the mechanism; standard operating procedures (SOPs) are typically created during policy implementation. SOPs serve as guidelines for every implementer to follow in order to ensure that policy implementation does not deviate from the policy's goals and objectives. The second aspect is the bureaucratic structure itself; a bureaucratic structure that is too long and fragmented will weaken supervision and result in complicated and complex bureaucratic procedures, causing organizational activities to become inflexible.

To address the lack of SOPs in the implementation of the development and development of the Kapuas River marine tourism as a Waterfront City in Pontianak City, the Head of the Pontianak City Youth, Sports, and Tourism Office implemented a discretionary authority policy. Apart from the pressing need for development, the other goal is to improve the socioeconomic conditions of the people of Pontianak City. According to Drs. Zulkifli, SE, M.Bus, this is in accordance with the objectives of tourism development and development policies in the Pontianak City Regional Regulation Number 2 of 2013 concerning the Pontianak City Regional Spatial Plan for 2013-2033, one of which is poverty alleviation in Pontianak City, which is also the authority. The Pontianak City Youth, Sports, and Tourism Office is in charge of implementation. Another goal is to improve the quality of tourism destinations in accordance with Regional Regulation Number 7 of 2016 concerning the Establishment and Composition of the Pontianak City Regional Apparatus, which is then detailed again

with Mayor Regulation Number 65 of 2016 concerning Position, Organizational Structure, Main Tasks, Functions, Job Description, and Work Procedure.

According to the analysis, the implementation of policies on the development and development of Kapuas River marine tourism as a Waterfront City in Pontianak City experienced two sides, which were conditions that were on target and conditions that were not on target. On the one hand, the implementer has carried out development and growth in accordance with the roles, functions, and objectives. However, one of the implementation elements mentioned the lack of SOPs. In fact, in the bureaucracy, SOP (Standard Operating Procedures) and fragmentation are something that public organizations must own. Because SOPs serve as guidelines for public officials in meeting policy objectives as well as guidelines for making a variety of general decisions on a daily basis.

### CONCLUSION

The following conclusions can be drawn based on the findings of research and discussion on the implementation of development and development of marine tourism on the Kapuas River as a Waterfront City in Pontianak City:

1. The implementation and development of Kapuas River marine tourism as a Waterfront City in Pontianak City has been carried out in accordance with Pontianak City Regional Regulation Number 2 of 2013 concerning Spatial and Regional Planning of Pontianak City 2013-2033. In carrying out the role, the executor, in this case the stakeholders at the Pontianak City Youth, Sports, and Tourism Office, acted in accordance with Regional Regulation Number 7 of 2016 concerning the Establishment and Composition of the Pontianak City Regional Apparatus, which was later detailed again with Mayor Regulation Number 65 of 2016 concerning Position, Organizational Structure, and Organizational Structure.

2. Almost all variables show significant positive results when it comes to the implementation and development of Kapuas River marine tourism as a Waterfront City in Pontianak City. It's just that there are a few issues in two aspects of the variable, but they don't seriously impede tourism development and development efforts.

3. Based on the conclusions of the first and second points, the problem in the form of non-optimal policy implementation in the implementation of Kapuas River marine tourism as a Waterfront City in Pontianak City lies in several factors, namely: a). Resources, specifically in the aspect of staff who are slightly less responsible due to the internal dynamic (SOP). These two conditions had become a problem, but in the end, it returned to the Pontianak City Youth, Sports, and Tourism Office's vision, mission, and goals, which in this case are in the form of implementing policies that must be implemented in order to achieve success for all parties.

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