

STRATEGIC MANAGEMENT FOR TOURISM PROMOTION: A PENTAHelix-BASED ANALYSIS OF REGIONAL TOURISM DEVELOPMENT IN SOUTH BOLAANG MONGONDOW REGENCY

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ABSTRACT

Tourism development has become a strategic priority for regional economic growth, requiring effective strategic management to enhance promotion and competitiveness. This study aims to analyze strategic management as an approach to tourism promotion in South Bolaang Mongondow Regency, focusing on strategy formulation, implementation, and evaluation processes, as well as determinant factors influencing effectiveness through a collaborative stakeholder framework. The research seeks to provide a comprehensive understanding of how strategic management practices contribute to improving tourism promotion outcomes within a regional governance context. The study employed a qualitative descriptive approach conducted at the Tourism Office of South Bolaang Mongondow Regency. Data were collected through interviews with key stakeholders, direct observation, literature review, and documentation analysis. Data analysis utilized a qualitative strengths, weaknesses, opportunities, and threats framework to identify internal and external factors affecting strategic management practices and tourism promotion initiatives. The findings reveal that the region possesses significant tourism potential, particularly in marine and cultural tourism, yet promotional performance remains constrained by limited financial resources, insufficient human resource capacity, and suboptimal stakeholder collaboration. Strategic formulation processes have been initiated but lack comprehensive integration, while implementation relies heavily on digital media and community-based initiatives. Evaluation practices are conducted periodically; however, they tend to focus on operational outcomes rather than long-term strategic improvement. The study highlights the importance of collaboration among government, academia, business sectors, communities, and media in

strengthening tourism promotion strategies. In conclusion, strategic management provides a valuable framework for enhancing tourism promotion effectiveness, but stronger institutional coordination, digital innovation, and collaborative governance are necessary to achieve sustainable outcomes. The study contributes to understanding strategic management in regional tourism development and offers insights for improving policy and practice.

KEYWORDS: strategic management, tourism promotion, collaborative governance, regional tourism development.

INTRODUCTION

Public administration has long been regarded as a fundamental instrument through which governments formulate policies, organize public resources, and deliver services to society. As a multidisciplinary field encompassing policy-making, organizational management, and public service delivery, public administration reflects the dynamic interaction between governance structures and societal needs (Arum, 2021). In contemporary governance, increasing demands arising from globalization, technological advancement, and heightened public scrutiny require governments to adopt more adaptive and strategic approaches to decision-making. Strategic management has consequently become a critical framework that enables public organizations to align internal capacities with external environmental conditions, ensuring efficient resource utilization and responsive policy implementation (Widanti, 2019). Within this context, tourism development has emerged as a strategic sector for regional economic growth, as it generates revenue, stimulates local industries, and creates employment opportunities (Fahmi & Ilhami, 2022). The increasing prominence of tourism in Indonesia's national development agenda further underscores the need for effective strategic management practices that support sustainable tourism promotion and competitiveness.

The importance of tourism promotion has grown significantly in the digital era, particularly as changing tourist behavior reshapes marketing strategies. Tourism promotion is no longer limited to traditional advertising; it involves integrated communication strategies that leverage digital media, stakeholder collaboration, and experiential engagement to attract visitors. Literature highlights that promotion strategies encompass advertising, public relations, direct marketing, and sales promotion to effectively influence potential tourists (Kotler & Keller, 2016). Furthermore, the rise of social media has transformed the promotional landscape, enabling interactive marketing and electronic word-of-mouth communication that significantly affect travel decisions (Muliawanti & Susanti, 2022).

Millennials, in particular, actively share travel experiences through digital platforms, amplifying destination visibility and influencing consumer perceptions. Consequently, government institutions responsible for tourism development must adopt innovative promotional strategies aligned with technological trends and audience expectations. Despite these opportunities, many local governments struggle to implement coherent strategic frameworks that effectively translate tourism potential into measurable outcomes such as increased visitor numbers and regional revenue.

The primary research problem addressed in this study arises from the discrepancy between tourism development potential and actual performance outcomes in the tourism sector of South Bolaang Mongondow Regency. Although the region possesses significant natural resources, including extensive coastal areas, diverse marine biodiversity, and unique ecotourism attractions, tourism performance indicators—particularly visitor numbers and local revenue targets—have consistently fallen short of expectations. Existing promotional initiatives implemented by the local tourism office include collaborations with influencers, participation in tourism exhibitions, digital marketing through social media, and partnerships with various stakeholders. However, empirical data indicate that these efforts have not yielded optimal results, suggesting the presence of strategic management challenges that hinder effective tourism promotion. Issues such as limited budget allocation, insufficient human resources with foreign language competencies, uneven internet infrastructure, and inadequate stakeholder coordination represent structural barriers that weaken promotional outcomes.

Addressing these challenges requires a systematic strategic management approach that integrates planning, implementation, and evaluation processes. Strategic management theory emphasizes the importance of aligning organizational mission, internal resources, and environmental opportunities to achieve long-term objectives (Pasolong, 2019). The adoption of strategic management frameworks can help public institutions identify critical issues, formulate adaptive strategies, and monitor performance outcomes through continuous evaluation. Within the tourism sector, strategic management enables government agencies to design integrated promotional campaigns that respond to evolving market dynamics while ensuring accountability and efficiency. Consequently, this study considers strategic management as a potential solution to the observed gaps between policy intentions and actual

tourism performance, emphasizing the need for structured analysis of how strategies are formulated, executed, and evaluated within local governance contexts.

Previous scholarly literature provides several approaches that inform solutions to tourism promotion challenges. Studies highlight that digital marketing strategies significantly enhance destination visibility and engagement by leveraging online platforms, social media networks, and user-generated content. Digital promotion strategies have been shown to increase tourism awareness through cost-effective communication channels while fostering interaction between stakeholders and potential visitors (Muljono, 2018). Moreover, collaborative promotion models that involve influencers, online communities, and tourism stakeholders contribute to more dynamic promotional ecosystems. Research indicates that integrated communication strategies combining advertising, public relations, and digital engagement create synergistic effects that enhance destination branding and visitor attraction (Kotler & Keller, 2016). These findings suggest that strategic management must incorporate digital transformation and stakeholder collaboration as central components of tourism promotion initiatives.

Another key solution identified in prior studies is the adoption of collaborative governance frameworks such as the Pentahelix model, which emphasizes cooperation among academia, business actors, communities, government institutions, and media organizations. The Pentahelix approach promotes innovation by integrating diverse perspectives and resources, thereby improving the effectiveness of tourism development strategies (Hakim, 2022). Academic institutions contribute research-based knowledge and capacity building; businesses provide infrastructure and investment; communities act as facilitators and cultural ambassadors; governments establish regulatory frameworks; and media organizations amplify promotional messaging. Empirical research demonstrates that successful tourism promotion often depends on effective coordination among these stakeholders, as collaborative networks facilitate resource sharing, innovation, and sustained engagement. Accordingly, strategic management practices that integrate Pentahelix collaboration offer promising solutions for addressing limitations in local tourism promotion systems.

Despite the availability of these solutions, existing literature reveals gaps that justify further investigation. While numerous studies examine strategic management or digital promotion individually, fewer studies integrate strategic management processes with collaborative stakeholder models within local government contexts, particularly in emerging tourism

regions. Some studies focus on economic resilience during crises (Danarsasi & Meirinawati, 2021), while others analyze strategic management in specific tourism sites or digital promotion strategies within urban settings. However, limited research explores how strategic management frameworks can systematically guide tourism promotion through formulation, implementation, and evaluation stages while simultaneously considering determinant factors within the Pentahelix collaboration model. This gap highlights the need for comprehensive empirical analysis that connects theoretical frameworks with practical governance challenges faced by local tourism authorities.

Therefore, the present study aims to analyze strategic management as an approach to tourism promotion in South Bolaang Mongondow Regency by examining the processes of strategy formulation, implementation, and evaluation. The study also investigates determinant factors influencing strategic management effectiveness based on the Pentahelix collaboration framework, including the roles of academics, business actors, communities, government institutions, and media. The novelty of this research lies in integrating strategic management theory with collaborative stakeholder analysis to provide a holistic understanding of tourism promotion challenges in a regional governance context. By focusing on both managerial processes and collaborative dynamics, the study seeks to contribute to academic discourse in public administration and tourism management while offering practical recommendations for improving promotional strategies and achieving sustainable tourism development outcomes.

METHODOLOGY

This study was conducted at the Tourism Office of South Bolaang Mongondow Regency, which functions as the primary government agency responsible for managing tourism promotion strategies. The research adopted a qualitative descriptive approach grounded in post-positivist philosophy, aiming to understand strategic management practices in tourism promotion within their natural context. Qualitative descriptive research seeks to present phenomena as they occur by interpreting interactions, behaviors, and organizational processes based on empirical observation (Sugiyono, 2017). The research process followed structured stages including problem identification, determination of research focus, literature review, conceptual framework development, methodological design, data collection, analysis, and report preparation (Sukardi, 2014). The study focused on analyzing strategic management processes—strategy formulation, implementation, and evaluation—as well as determinant

factors influencing tourism promotion through stakeholder roles involving government, academia, business sectors, communities, and media.

The researcher acted as the primary instrument, directly engaging in field activities to collect, interpret, and analyze data. The presence of the researcher in the field enabled adaptation to the research environment and facilitated deeper understanding through interaction with informants (Sugiyono, 2018). Data sources consisted of primary and secondary data. Primary data were obtained through interviews with key stakeholders, including tourism office officials, tourism experts, private sector actors, community members, and local tourism organizations. Secondary data were gathered from books, academic journals, policy documents, and regional planning regulations relevant to tourism development and strategic management (Edi, 2008). Data collection techniques included literature study, direct observation of tourism promotion activities, in-depth interviews, and documentation analysis to enhance data credibility and contextual understanding (Fatoni, 2006; Mulyana, 2006; Sugiyono, 2018).

Data analysis employed a qualitative SWOT framework to identify internal strengths and weaknesses as well as external opportunities and threats influencing tourism promotion strategies. This analytical approach enabled the formulation of strategic alternatives by maximizing strengths and opportunities while minimizing weaknesses and threats (Atmoko.T in Nurdianti, Ningsih.M, & Sustris, 2013). To ensure trustworthiness, the study applied triangulation techniques, including source, method, and time triangulation, allowing cross-validation of findings through multiple data sources and methods (Moleong, 2018). These procedures strengthened the validity of the analysis and supported comprehensive interpretation of strategic management practices in tourism promotion within the regional governance context.

RESULTS AND DISCUSSION

Overview of Tourism Potential and Strategic Context

The findings indicate that South Bolaang Mongondow Regency possesses significant tourism potential, supported by extensive coastal resources, marine biodiversity, waterfalls, and diverse natural attractions. The region's coastline, which extends approximately 294 kilometers, represents a strategic asset for developing marine and underwater tourism as a core attraction. Despite these advantages, the study reveals that tourism promotion outcomes have not yet reached optimal levels, highlighting the need for structured strategic

management approaches. Strategic management is considered essential for improving promotional effectiveness, as it enables organizations to design structured strategies aligned with institutional goals and environmental conditions (Danarsasi & Meirinawati, 2021).

The results demonstrate that tourism promotion in South Bolaang Mongondow Regency is closely linked to strategic planning, implementation practices, and evaluation mechanisms carried out by the Tourism Office. These processes are influenced by both internal organizational factors and external environmental conditions, including stakeholder collaboration, technological infrastructure, and budget constraints. Accordingly, the discussion is organized into three main dimensions: strategy formulation, strategy implementation, and strategy evaluation, followed by analysis of determinant factors within the Pentahelix collaboration framework.

Strategy Formulation in Tourism Promotion

Strategy formulation represents the foundational stage of strategic management, involving the development of long-term plans designed to respond effectively to external opportunities and threats while optimizing internal organizational strengths. According to Hidayat and Latief (2018), successful strategic formulation requires clear articulation of organizational vision and mission, identification of external opportunities and risks, analysis of internal strengths and weaknesses, establishment of long-term objectives, and selection of appropriate strategic alternatives.

The findings show that the Tourism Office has initiated strategic formulation processes, particularly in relation to underwater tourism promotion, although these efforts are not yet comprehensive. Interviews with institutional stakeholders indicate that strategic planning activities have included identifying priority tourism products, designing promotional programs, and aligning tourism initiatives with regional development plans. However, the formulation stage still faces several limitations, such as insufficient integration between planning documents and operational strategies.

One key strength identified during the formulation stage is the region's strategic geographical position, which borders neighboring regencies and provinces, enabling potential tourism connectivity and market expansion. This geographic advantage supports the development of cross-regional tourism routes and enhances accessibility for domestic and international tourists. Additionally, the adoption of digital platforms and online media has emerged as a

significant component of promotional strategy formulation. Social media utilization is considered a critical tool for expanding promotional reach beyond local audiences, enabling broader dissemination of information about tourism attractions, cultural heritage, and local traditions.

Nevertheless, the study highlights gaps in strategic coherence, particularly regarding coordination between planning units and implementation teams. Without comprehensive alignment, strategic formulation risks becoming fragmented, limiting its effectiveness in guiding operational activities. This finding suggests that stronger institutional integration and clearer strategic frameworks are necessary to improve tourism promotion outcomes.

Strategy Implementation in Tourism Promotion

Strategy implementation involves translating formulated strategies into concrete actions aimed at achieving organizational objectives. The research findings reveal that the Tourism Office has undertaken various initiatives to operationalize promotional strategies. These include organizing cultural festivals, promoting underwater tourism through specialized programs such as Live On Board (LOB) diving experiences targeting international divers, developing cultural heritage publications, and collaborating with tourism communities to strengthen promotional activities.

Implementation practices also involve leveraging digital media platforms such as Facebook and Instagram to promote tourism destinations. Social media is considered a cost-effective alternative given budget limitations, allowing the Tourism Office to disseminate promotional content more widely. In addition, coordination mechanisms have been established through communication channels such as WhatsApp groups to manage social media administrators and ensure consistent promotional messaging. These practices demonstrate efforts to adapt promotional strategies to digital trends and resource constraints.

Despite these initiatives, several challenges affect implementation effectiveness. Limited financial resources constitute a major constraint, as promotional activities rely heavily on local government budgets that are often insufficient to support large-scale campaigns. Interviews indicate that budget proposals frequently undergo adjustments during approval processes, sometimes resulting in reduced funding for planned activities. Furthermore, the limited availability of skilled human resources—particularly personnel proficient in foreign languages—restricts the capacity to engage international tourists effectively.

Collaboration challenges also emerge during implementation. Although memoranda of understanding with various stakeholders exist, follow-up actions are not always executed optimally due to internal organizational barriers. These findings highlight the need for stronger coordination mechanisms and clearer role distribution among stakeholders to ensure that collaborative initiatives translate into measurable promotional outcomes.

Strategy Evaluation Practices

Evaluation constitutes the final stage of strategic management, focusing on assessing performance outcomes, identifying challenges, and implementing corrective measures. The study reveals that the Tourism Office conducts periodic evaluations, including quarterly reviews addressing both internal and external factors influencing tourism promotion strategies. Evaluations typically involve analyzing program achievements, budget efficiency, and overall performance relative to established targets.

Evaluation mechanisms also include immediate post-event reviews, where stakeholders analyze strengths and weaknesses observed during promotional activities such as festivals or campaigns. These evaluations aim to identify lessons learned, determine necessary improvements, and refine strategies for future implementation. Performance measurement is conducted through monitoring physical outputs and financial realization, enabling the organization to assess whether planned activities achieve expected outcomes.

However, the findings suggest that evaluation practices remain largely operational rather than strategic. While evaluations provide useful feedback, they may not always translate into long-term strategic adjustments. For instance, certain programs are discontinued due to perceived inefficiency without comprehensive analysis of underlying structural factors that could be improved. Strengthening evaluation frameworks through systematic performance indicators and evidence-based decision-making could enhance strategic learning and institutional capacity.

Determinant Factors Influencing Strategic Management (Pentahelix Model)

The research identifies several determinant factors influencing tourism promotion strategies based on the Pentahelix collaboration framework, which emphasizes the roles of government, academia, business sectors, communities, and media. Government institutions function as regulators and controllers, responsible for establishing policies, allocating resources, and

coordinating tourism development initiatives. The effectiveness of government involvement directly affects strategic management outcomes, particularly in terms of resource mobilization and policy support.

Academic institutions contribute through research, capacity building, and knowledge dissemination. Although collaboration with academic stakeholders exists, the study suggests that academic involvement could be expanded to support innovation, data analysis, and evidence-based planning. Similarly, business sector participation is crucial for investment and commercialization of tourism products, yet engagement remains limited due to structural and coordination challenges.

Community participation plays a significant role in sustaining tourism development, particularly in promoting local culture and facilitating visitor experiences. Tourism communities and local residents contribute to promotional activities, including social media engagement and participation in cultural events. However, community initiatives often depend on government-led programs, indicating the need for stronger empowerment strategies that encourage independent participation.

Media organizations and digital platforms function as key promotional channels, supporting brand development and public visibility. The study highlights the increasing importance of social media as a promotional tool capable of reaching global audiences. Both institutional accounts and personal social media use by tourism staff contribute to promotional dissemination, reflecting adaptive strategies within resource constraints.

DISCUSSION AND THEORETICAL IMPLICATIONS

Overall, the findings indicate that strategic management practices in tourism promotion within South Bolaang Mongondow Regency demonstrate partial alignment with established strategic management frameworks. The processes of strategy formulation, implementation, and evaluation are present but require further integration to achieve optimal effectiveness. The results support strategic management theory emphasizing the importance of coherent planning, collaborative implementation, and continuous evaluation in achieving organizational objectives.

From a theoretical perspective, the integration of strategic management processes with the Pentahelix collaboration model highlights the significance of multi-stakeholder engagement

in tourism promotion. While collaborative structures exist, their effectiveness depends on coordination mechanisms, resource availability, and institutional commitment. The findings also reinforce the importance of digital transformation as a strategic tool, particularly in contexts with limited financial resources.

CONCLUSION

This study demonstrates that strategic management plays a crucial role in strengthening tourism promotion efforts in South Bolaang Mongondow Regency. The findings reveal that although strategic management processes—strategy formulation, implementation, and evaluation—have been initiated by the Tourism Office, their execution remains partially integrated and requires further institutional strengthening. Strategy formulation has benefited from the region's strong tourism potential and growing adoption of digital promotion tools; however, planning processes are not yet fully comprehensive or aligned across organizational functions. Implementation efforts, including digital promotion, cultural events, and underwater tourism initiatives, indicate adaptive practices under resource constraints, yet limitations in budget allocation, human resource capacity, and stakeholder coordination continue to affect effectiveness. Evaluation mechanisms exist but remain largely operational, suggesting the need for more systematic performance assessment frameworks.

The study contributes to existing knowledge by integrating strategic management theory with the Pentahelix collaboration model, demonstrating how multi-stakeholder engagement influences tourism promotion outcomes in a regional governance context. The findings highlight the importance of collaborative governance, digital transformation, and institutional capacity-building for sustainable tourism development. Future research could explore quantitative performance indicators, comparative regional analyses, and digital innovation strategies to deepen understanding of effective tourism promotion management and support evidence-based policy development.

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