

Collaborate Governance in Developing Community-Based Tourism in Kupang, East Nusa Tenggara

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ABSTRACT--The purpose of this study was to find out (1) Influence of the role, of the government, the role of the private sector and social capital on community participation in the city of Kupang. (2) Influence of the role, of government, private sector and social capital and community participation in sustainable tourism development in the city of Kupang. (3) The role of community participation, in mediating on the role of government variables, the role of the private sector, social capital, on sustainable tourism development. (4) To design the right strategy in the development of sustainable tourism in the city of Kupang. This research was carried out in the city of Kupang, East Nusa Tenggara Province, in six subdistricts which have tourism, marine tourism, religious tourism, and artificial tourism. The sample in this study was 270 respondents. Data collected by questionnaires were then analyzed using SEM-PLS, and to strengthen tourism strategies in Kupang city, SWOT analysis was used. The results of the research and data analysis show that : (1) The role of government, the role of the private sector, and social capital directly have a positive and significant effect on public participation. (2) The role of the private sector does not have a significant effect on sustainable tourism development. (3) Community participation was able to play a part in mediating partially the role of the government, the role of the private sector and social capital towards sustainable tourism development in the city of Kupang in East Nusa Tenggara.

Keywords--The role of government, the role of the private sector, social capital, community participation, sustainable tourism development.

I. INTRODUCTION

More than 60 years, tourism has experienced expansion and diversification into one of the business sectors that is growing very rapidly. One province of central government attention in tourism development is the Province of East Nusa Tenggara (NTT). NTT Province is one of the archipelago provinces in Indonesia with the territory that is united by the Savu Sea and the Sumba Strait. This province consists of 1,192 islands (large and small islands) that have natural and cultural richness which are potential enough to be developed into potential tourism destinations were spread almost on all islands in NTT. Concrete steps taken by the Government were the development of facilities and infrastructure in the form of adequate infrastructure and industrial centers in tourism destinations. The involvement of community participation in the development and processing of tourism is an

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important factor, because the community understands and controls the region (Elfianita, 2011). Community Participation is a necessity in every sustainable development as stated by Gunn (1999) that confirms that "Local people participation is a prerequisite for sustainable tourism".

According to Pitana (2004) empowerment is actually an effort or process to improve the ability of local communities, so that they are able to identify existing problems in their area, discover existing potentials, analyze various strengths, weaknesses, opportunities and threats, to further be able to plan various programs in their area. Tourist arrivals to Kupang had increased from 2014-2018, except in 2017 the number of tourist arrivals dropped to 9,042, due to a lack of promotion carried out by the Kupang City Tourism Office, and tourists more interested in visiting other cities in NTT such as Labuan Bajo, Ende, Sumba Island, and Alor are higher than visiting tourist destinations in Kupang City (Jelamu, 2018). In the end of 2018, the number of tourist visits increased to 30,657 that has an impact on increasing the income of local communities around tourist destinations and absorbing workforce in business tourism business. In the end of 2018, the number of tourist visits will increase to 30,657 with the impact on increasing the income of local people around tourist destinations and employment in the tourism businesses.

The community is empowered by utilizing local knowledge and wisdom to become subjects in development, be independent, be able to help themselves, and develop the spirit of local community confidence (Kurniawati, 2007). Cooperation between Government and Private is very influential in the development of sustainable tourism that is community-based. Community-based tourism (Community Based Tourism (CBT) must intersect with three pillars, namely: Government, Private, and community, in the form of collaborative governance.

Collaborative Governance emphasizes six criteria, namely: (1) the forum was initiated by public institutions, (2) participants in the forum included Private actors, (3) participants were directly involved in decision making and not just as providers of services by public agencies, (4) organized, (5) the forum aims to make decisions by consensus and (6) the focus of collaboration is on public policy and public management (Ansell & Gash, 2007, p. 6). Collaborative Governance as a legal regime, rules, judicial decisions and administrative practices limits, determines and allows the public provision of goods and services that are supported to provide space for Government with traditional structures and forms that emerge from decision-making bodies (public) and Private, (Lynn, Heinrich and Hill in Ansell & Gash, 2007, p. 3). Collaborative Governance is a process that involves various agencies in achieving common goals. The description is not explained in detail what types of organizations are included in the process. Collaboration between organizations leads to goals that have been mutually agreed upon by actualizing the capacities of each party, (Cordery, Hartman et al., In Mah & Hills, 2012, p. 89).

Community Participation is the most important component in the effort to grow independence and the empowerment process (Nasikum, 1997). The government must involve private parties in the implementation of policies, the contribution of experts, skilled workers, and donations of funds, tools and technology, while the community is involved in the form of non-mobilization participation to obtain the desired development results (Sugiarti and Argy, 2009). Cooperation between Government, the community and Private, will support the success of community-based sustainable tourism development in the City of Kupang NTT (Bandaso, 2018).

The poverty rate in Kupang City tends to decrease in 2014-2018. Some of the fundamental problems that cause unemployment in Kupang City are limited employment, and low levels of education (BPS Kupang City, 2018). The concrete steps taken are the development of sustainable tourism that is community-based, and utilizes a variety

of tourism destinations that have not yet been managed, in order to creating jobs for the community around tourist destinations (Maromon, 2017). With a partnership between Government, the Private sector and the community in the development and processing of tourist destinations, can reduce the unemployment rate in the city of Kupang, because the development of the tourism sector can absorb labor for the community (Kleden, 2018). The role of the Private sector is not optimal without being supported by strategic step taken by the manager of a tourist attraction, or those who have the authority of tourism development (Zulkifly, 2013).

Community-based sustainable tourism development must maintain the norms, culture and customs of an area. Social capital in the form of culture and customs can be packaged into a unique tourist attraction, which is an attraction for tourists visiting the city of Kupang (Maramon, 2017). Based on the results of research and Focus Group Discussion (FGD) conducted by researchers, the relationship between Government, society and the Private parties in tourist destinations, is currently not fully realized, because there is no synchronization of cooperation programs in tourism development (Timex , 2018). The cooperative relationship between Government, society and Private is a strong capital in the development of sustainable tourism in the city of Kupang. Community Participation in sustainable tourism development is often hampered due to several factors including (1) natural factors, (2) cultural factors and (3) low access development factors (Suwinda, et al., 2012., Suardana & Dewi, 2015). The strategy used is to use a SWOT analysis. The development of tourism to the city of Kupang, requires handling and managing attractions, facilities, accessibility, infrastructure and good hospitality (Wardana 2017). The development strategy will be an initial recommendation for the direction of tourism development in the future. With the concept of development and the right strategy, the benefits of tourism activities increasingly felt by the community and the region (Sudiarkajaya, 2018).

II. HYPOTHESIS

Based on the conceptual framework, the hypothesis can be formulated as follows:

- 1) Collaborate government has a positive effect on Community Participation in Kupang City, East Nusa Tenggara.
- 2) Collaborate governance has a positive effect on sustainable tourism development in Kupang City, East Nusa Tenggara.
- 3) Community Participation can mediate the collaboration of government to sustainable tourism development in Kupang City, East Nusa Tenggara.

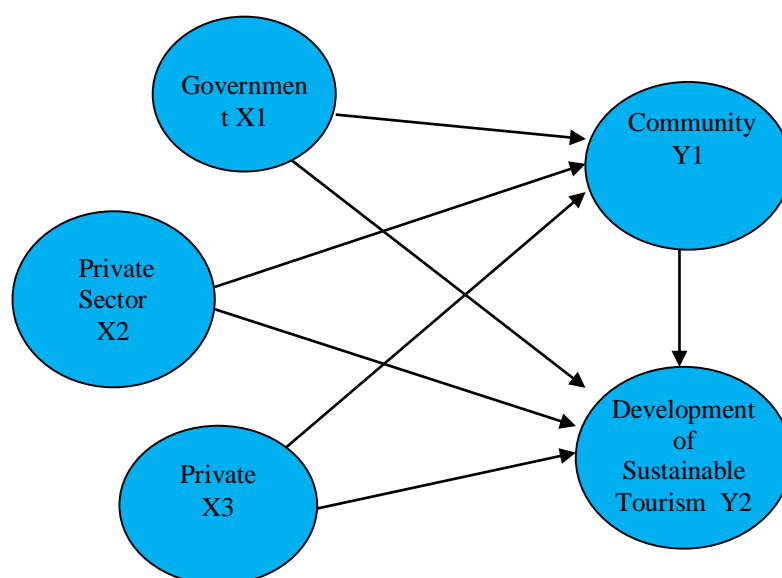


Figure 1: Research Framework

III. RESEARCH METHODOLOGY

This research used a quantitative approach. Interviews were conducted using the directional discussion method, where with this method the information or data obtained can be obtained in a shorter time. The research location was in the area of Kupang City, East Nusa Tenggara Province, administratively consisting of 6 districts namely Alak District, Maulafa District, Oebobo District, Kota Raja District, Kelapa Lima District, and Kota Lama District, and consists of 51 (fifty one) kelurahans. The population in this study was 378,425 households in six subdistricts in Kupang NTT. The sampling technique used in this study was Stratified Random Sampling because the population members used were not homogeneous taken based on age, occupation and education level. The sample size using Table to determine the number of samples at the error level of 1%, 5% and 10% developed from Isaac and Michel (Sugiyono: 2002) about determining the number of population ($N = 378,435$ with an error rate of 10 percent obtained 269.97 or equal to 270 respondents. The method of collecting data was accidental sampling techniques (Margom, 2004).

The data were analyzed quantitatively. Quantitative analysis is used to answer problems using Partial Least Square (PLS) analysis. PLS as an alternative Structural Equation Modeling on which the basis of the theory is weak can be used as a confirmation of the theory (Wold, 1966). PLS is a method that uses the SEM (Structural Equation Modeling) model that is used to overcome the problem of relationships between complex variables but the sample size is small. The SEM method has a minimum data sample size of 100 (Hair et al., 2010).

IV. RESULTS AND DISCUSSION

Characteristics of respondents based on age, namely most respondents had an age level between 40-49 years that was equal to 29.63% and the least respondents were aged less than 20 years as many as 3.33% and respondents aged over 60 years, namely 3.33 %. Most respondents were in high school education (SMU) or equivalent that was as much as 50 percent. Respondents with a Postgraduate education background were the least, at only 1.11

percent. Most respondents were traders as many as 35 percent. Many respondents worked as traders because, most local people around tourist destinations, use tourism objects to increase income, by marketing products that will be sold to tourists. Many respondents also worked as fishermen, amounting to 10.41 percent. A fisherman is a respondent who lives in the vicinity of marine tourism destinations, where respondents use tourist destinations for tourists to use, such as fishing, and snocling, surfing and other marine tourism. The smallest respondents were from PHRI, TNI, ASITA, and cafe businesses, which were 0.37 percent.

Structural Model Test (inner model)

Inner model describes relationships between latent variables based on substantive theory. In assessing models with PLS, it starts by looking at R-squares for each latent dependent variable. The results of testing the inner model that can see the relationship between constructs by comparing the significance and R-square values of the research model (Ghozali, 2008: 42).

Table 1: R-Squares Score

Endogen Variable	R Square
Community Participation	0,467
Sustainable Tourism Development	0,469

Source : Processed Data, 2019.

R-square score of Community Participation variable was in Table 1 showed that 46.7 percent of the Community Participation variable that is explained by the role variables of Government, Private Role, and social capital, while 53.3% was explained by variables outside the model. Likewise, the variable of sustainable tourism development with an R Square value of 0.469 implies that 46.9 percent of its variability is explained by the role variables of Government, Private Role, social capital, and Community Participation, while 53.1 percent was explained by variables outside the model. R-square value as shown in Table 1 that was 0.467 and 0.469, which means moderate.

Q² structural model test was done by viewing the value of Q² (predictive relevance). To calculate Q², you can use the formula:

$$Q^2 = 1 - (1 - R_1^2)(1 - R_2^2)$$

$$Q^2 = 1 - (1 - 0,467)(1 - 0,469)$$

$$Q^2 = 0,717$$

The results of the Q² calculation showed that the Q² value was 0.717. According to Ghozali (2014), the Q² value can be used to measure how well the observational value produced by the model and its parameter estimates. A Q² value > 0 (zero) indicated that the model was fairly good, while a Q² value < 0 (zero) indicates that the model lacks predictive relevance value. In this research model endogenous constructs or latent variables had a value of Q² > 0 (zero) so the predictions made by the model were considered to be relevant.

Direct Effect Influence

Hypothesis testing about the influence of Government, Private Role, social capital variables on Community Participation and sustainable tourism development is presented in Figure 1

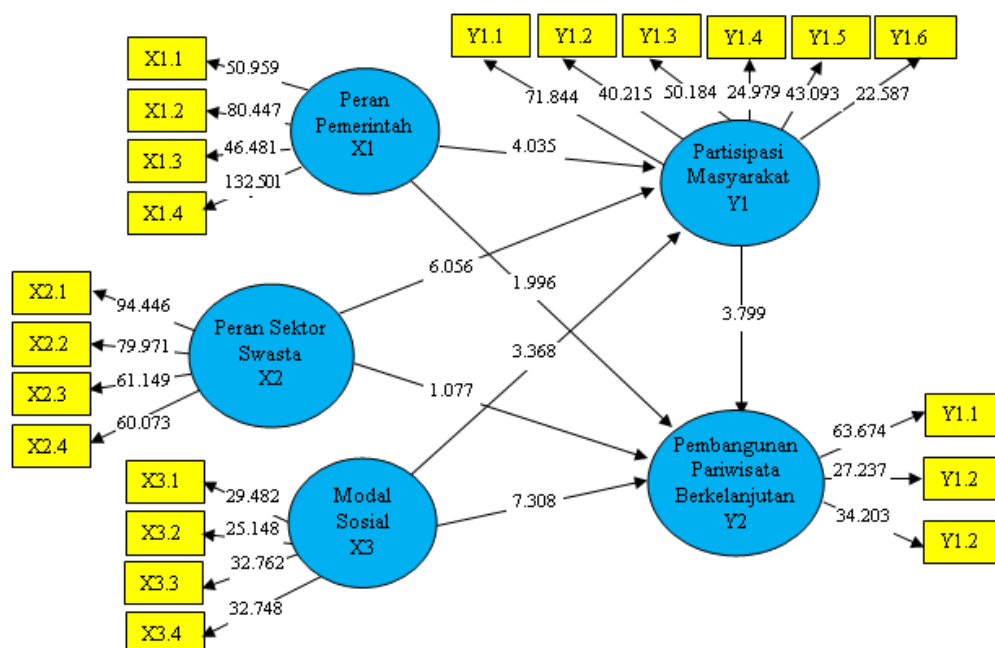


Figure 2: T value of Statistical Path Analysis Model

Source: Processed Data, 2019

Path coefficient values and t- statistical values and p values for hypothesis testing are presented in Table 2.

Table 2:Result for Inner Loadings

	Original Sample (O)	Sample Mean (M)	Standard Deviation (STDEV)	T Statistics (O/STDEV)	P Values
Government >Community Participation	0,281	0,278	0,070	4,036	0,000
Private Role -> Community Participation	0,390	0,389	0,064	6,056	0,000
PT -> Community Participation	0,155	0,160	0,046	3,368	0,001
Government -> Sustainable Tourism Development	0,131	0,130	0,066	1,996	0,047

Private Sustainable Tourism Development ->	0,076	0,075	0,071	1,077	0,282
University-> Sustainable Tourism Development	0,389	0,391	0,053	7,308	0,000
Community Participation Sustainable Tourism Development ->	0,276	0,278	0,073	3,799	0,000

Source : Processed Data, 2019

Testing of hypotheses in the PLS method was done by using a simulation of each hypothesized relationship, in this case a bootstrap method was performed on the sample. The bootstrap method also served to minimize the problem of abnormal research data used. In this study, the T-table value with a significance of 5% has been determined before, amounting to 1.96. All path coefficients in Table 5.22 have a statistical t value above 1.96 except the effect of Private on Sustainable tourism Development with a t-statistics of 0.282.

The Influence of Private Role to Community Participation in Kupang City

Private Role can encourage Community Participation in tourism development. This is intended in the analysis of research data that showed that private had a positive influence on Community Participation in Kupang City. If the Private Role is better, it will increase Community Participation. The role of the Private Sector towards Community Participation in Kupang City is still far from the expectations of the community, because Private, which conducts tourism businesses in the city of Kupang, has not yet made a real contribution through the recruitment of local workers, or in the provision of CSA, to the local community, around the company. Cooperation between Private parties and the community is carried out with various tourism activities such as holding tourism attractions and exhibitions in the small and micro business sector (SMEs), which aim to support the tourism industry. tourism object, so that the community can be involved in the process of tourism activities (Samsudin, 2005).

Building partnerships with all tourism businesses and fostering mutually beneficial cooperation in tourism development is inseparable from the responsibility of the tourism industry players, namely the Private sector. The partnership strategy with Private in the provision of infrastructure and public services is beneficial in the development of sustainable tourism Kupang, NTT (Wardana, 2017). According to Latu (2017), building human resources in the field of tourism is an important asset in developing Kupang City. The development of human resources in tourist destinations is the potential contained in humans to realize their role as adaptive and transformative social beings. Private sector plays role in increasing Community Participation around tourist

destinations by counseling, skills training, and strengthening tourism institutions through national programs for community empowerment (PNPM) that is independent in tourist destinations (Wardana, 2017).

The Influence of University to Community Participation in Kupang City

To create a positive development of tourism, synergies from stakeholders are needed, namely business, government, academics and the media. To achieve these targets the role of academics is very important in developing tourism human resources (HR). The role of academics is needed to be a Government partner in following up the ASEAN Mutual Recognition of Agriculture (MRA) as a joint agreement on the acceptance of qualification standards for tourism professionalism in ASEAN countries. The strategic partnership between Government and University is to facilitate the formation of Professional Certification Institutions (LSPs) throughout the University to achieve the target of certified tourism workers throughout Indonesia.

The results showed that the factors that caused the University's role in the development of Community Participation had a positive and significant effect in the form of education, training, and conducting seminars in the field of tourism. University institutions are very influential in creating jobs in all fields and more specifically in the field of tourism (Yahya, 2019). The role of the University towards community participation in the context of relating to job search and job opportunities that has not been realized optimally (Indraputra, 2017).

According to Arief Yahya (2019), there are 5 national development priorities namely the tourism sector, food, maritime energy and industry. Of the 5 national development priorities, tourism is defined as the leading sector because it contributes a large gross domestic product and foreign exchange and can create employment for the community. With the existence of the University, it can help the Government prepare an educated and trained workforce and are able to be competent in the business world in the field of tourism. Involvement of the University in the field of tourism in the form of in-depth research and studies on tourism development strategies that can contribute and thinking to the Government about the right strategy in tourism development that had an impact on job creation and increasing PAD (Sari, 2019)

The Influence of Government Role to Sustainable Tourism Development

The role of Government is as a motivator, initiator, regulator, and dynamic. Based on the results of the analysis showed that the role of Government had a positive and significant effect on the development of sustainable tourism. The role of government is very dominant in the realization of sustainable tourism in the Kupang city. Sustainable tourism development is a development that pays attention to the sustainability of the ecosystem, maintains the uniqueness, local wisdom, the community as objects and subjects of development.

North (1990) states that the development of competitiveness in the business world requires government institutions in creating frame work that enables productive assets to develop and to gain increasingly competitive market share and a government consideration so that existing resources can be utilized in the future for economic, social and cultural purposes that can be made the attraction to maintain the integrity of cultural diversity that supports living systems (Yoeti, 2008).

Based on Article 10 of 2009 Law states that Government provides the broadest opportunity for the public to participate in the organization of tourism. Furthermore, in Article 14, tourism development is directed at realizing and maintaining the sustainability and integrity of tourist objects and attractions. Based on research results, the

Government has a role in the development of sustainable tourism in the city of Kupang. This is in accordance with the Regional Tourism Development Master Plan (RIPPARDA) which has been implemented at the provincial level which has been used as a regional regulation in NTT since 2014-2019, regarding tourism development in the Kupang.

The Influence of Private Role to Sustainable Tourism Development

So that tourism development in the city of Kupang can be sustainable, it requires the involvement of the private sector in building accessibility in all tourist destinations. Based on the results of the study showed that there was no significant influence of private role on sustainable tourism development in Kupang.

The low private role in sustainable tourism development is caused by several factors, among others: Lack of competent workforce in the field of tourism, so that Private use workers from outside the City of Kupang (Literature, 2018). Government of the City of Kupang, has not implemented local regulations about the Private parties in collaboration with communities around tourist destinations. Kupang City Government has no regulations in regulating collaboration between Private and communities in tourist destinations, so that the Private Sector in Kupang City is only looking for profit in investment, and does not prioritize the needs of local communities around tourist destinations

The role and authority of the private sector (investors, universities, NGOs, other tourism actors), that is, promoting tourism objects and driving tourist visits between attractions (Setiawina et al. 2018). Private involvement in sustainable tourism development is an obligation, because private is a Government partner in implementing tourism development in the field of accessibility development, and as an executor or investor (Wearing in Heny, 2013). Kupang City Government must issue local regulations that require Private Partners to make a real contribution through CSA distribution. Based on the results of the FGDs conducted by researchers, it is proven that the Private Party engaged in tourism had never distributed CSA to the community around the company (Timex, 2018). The concrete step of the role of the Private is to set aside CSA to plant mangroves in the mangroef forest, as well as in collaboration with relevant agencies and universities, to conduct counseling on tourism conservation, so as to support sustainable tourism development in the Kupang (Manuk, 2018).

The Influence of University to Sustainable Tourism Development

The results showed that the University had a significant positive effect on sustainable tourism development. University is a major factor in sustainable tourism development. This indicates that the University has an influence on sustainable tourism development. Based on the research results, the University had a positive influence on sustainable tourism development, namely, the higher the role of Higher Education, the better sustainable tourism development. The results of this study were in line with the results of Hasbullah (2006) that states the University is competent in developing human resources.

Yahya (2019) explained that the role of the University should be a motivator for the community in creating sustainable tourism. The development of sustainable tourism prioritizes people, planet and prosperity. Tourism development must prioritize elements of environmental sustainability, Community Participation and public welfare. People are obliged to pay attention to the wishes of tourists by inviting them to participate in various local

community activities. Prosperity is the obligation to pay attention to economic values in a tourist destination. The role of the University is as a solution in overcoming the 3A elements (Attraction, Amenity and Acceleration)

The Influence of Community Participation To Sustainable Tourism Development

Increasing the capacity of the community to participate in sustainable tourism development as one of the benchmarks of development success and it is a reflection that in community development focuses more on the human and community aspects rather than solely on the physical aspects (Sutami, 2009). This is consistent with the results of research and data analysis that states that, Community Participation had a positive influence on sustainable tourism development. It means, a high Community Participation will support sustainable tourism development in Kupang City. Wearing in Heny (2013) said that the community plays an important role in sustainable tourism development because resources and unique traditions are the main drivers of tourism.

The strategy of implementing community participation in sustainable tourism development is by sharing information, formulating objectives, setting policies, allocating funding sources, implementing programs and distributing benefits. The community is involved from the planning stage to the implementation of equitable distribution of tourism development results, so that tourism development can be felt its benefits by the whole community (Wardana, 2017).

Community Participation towards sustainable tourism refers to local efforts aimed at planning, development and processing related to tourism opportunities (Murphy, 1983) have an impact on providing opportunities for local people to control and engage in tourism management and development that has an economic impact at the moment , and the future (Hausler and Garrot, 2001). Community Participation in the development of sustainable tourism in the Kupang by the Government that was carried out by Private did not answer the needs of the community around the tourist destinations.

The Influence of Government Role , Private Role dan University to Sustainable Tourism Development through Community Participation

Based on research and data analysis results, states that community participation significantly influence the role of Government, Private Role and University on the development of sustainable tourism in Kupang. Community Participation in sustainable tourism development is by providing attractions as tourism products, traditional agricultural land management, traditional ceremonies, handicrafts that can provide an attraction for tourists.

Appropriate cooperation and partnerships between Government, Private, University and the community, to support each other in order to create sustainable tourism development (Heny, 2013). The results showed that the Community Participation variable, moderated the role of Government, Private Role and the University of sustainable tourism development in the city of Kupang. The University in research serves as a reinforcement of Community Participation in sustainable tourism development. The University also significantly influenced the development of sustainable tourism in Kupang.

This finding is in line with the results of Suasapha's (2006) research on the implementation of the concept of community-based tourism in Kedonganan Beach, showing that social capital owned by one of the supporting factors is the aspirations of the residents of Kedonganan Adat Village. Collectively termed the "sense of

community", namely the quality of human relations that causes them to live healthy and sustainably that is able to encourage community participation in tourism development (Arief, 2011).

V. CONCLUSION AND SUGGESTION

Conclusion

It can be concluded that the role of the Government of Kupang City of East Nusa Tenggara showed a positive influence on Community Participation. It means that the better the role of Government, the higher the Community Participation. Private Role in Kupang City showed a positive influence on Community Participation, it means, the better the Private Role, the higher the Community Participation. University against Community Participation. The role of Government in sustainable tourism development, the higher the role of Government, the better the role of sustainable tourism development. Private Role for sustainable tourism development was insignificant, this means the lack of the role of the Private sector in collaborating with the Government and the community towards sustainable tourism development in the city of Kupang. The role of the University towards sustainable tourism development, the higher the involvement of the University so that sustainable tourism development will also be better. Community Participation towards sustainable tourism, the higher the Community Participation will support increased development of sustainable tourism in the city of Kupang. By being mediated by Community Participation, the role variables of Government, Private Role and social capital can be said to be significant. This showed that Community Participation strongly encouraged Private and Government and the University in the development of sustainable tourism.

Suggestion

Based on the conclusions of the research results, it is suggested that Community Participation is the basis for developing tourist destinations in the Kupang City. If the Government develops tourism in the Kupang City, it must collaborate with the community through the roles of Government, University and Private, which is a pillar of the tourist attraction in the Kupang City, and as realized in Sapta Pesona. Private role must be more optimized in promoting tourism in Kupang City through print or electronic media and organizing tourism events. Private Parties collaborate with communities around tourism destinations in building accessibility and collaborating with Government and related stakeholders, in the field of HR development. Local Community Participation in sustainable tourism development must be further enhanced by strengthening organizations in the field of tourism, such as forming culinary groups and souvenirs which are sources of livelihood. the main community of the Kupang City. Art galleries should also be developed by the Government, so that people continue to maintain the culture and customs in the development of sustainable tourism. Private Role must be enhanced, reinforced by the Regional Regulation that regulates the role of the Private sector in sustainable tourism development in Kupang City.

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