

ANALYSIS OF THE DEVELOPMENT STRATEGY FOR PAAL BEACH BY THE LOCAL GOVERNMENT OF MINAHASA UTARA REGENCY

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ABSTRACT

Paal Beach, located in North Minahasa Regency, is a marine tourism destination renowned for its natural underwater beauty and tranquil seascape. Despite its ecological and economic potential, the management of this tourism site-under the supervision of the North Minahasa Department of Tourism and Culture- has yet to reach an optimal level, as indicated by a decline in tourist visits and the lack of development prioritization. This study aims to analyze development strategies for Paal Beach and to identify priority issues in its sustainable tourism development. Employing a pragmatism paradigm, the research adopts a mixed-methods approach, integrating qualitative techniques (observation, in-depth interviews, and document analysis) with quantitative analysis (expert-validated questionnaires). The analytical framework combines SWOT analysis with the Analytical Hierarchy Process (AHP), facilitated by Expert Choice software, to assess strategic priorities systematically. Key informants include local government officials, tourism managers, and visitors. The findings reveal four main strategic issues: (1) the absence of a structured development strategy, (2) limited involvement of local stakeholders such as Tourism Awareness Groups (POKDARWIS), Village-Owned Enterprises (BUMDes), and village governments, (3) low public awareness of tourism, and (4) underutilization of local economic potential. The study concludes that the formulation of a structured development strategy is the most urgent priority, followed by enhanced participation of local stakeholders to ensure inclusive and sustainable tourism governance.

INTRODUCTION

The tourism sector makes a significant contribution through a sustainable tourism approach that integrates environmental, social, and economic aspects (Opod et al., 2024). The government's commitment to developing the tourism potential of North Minahasa is reflected in the establishment of the Likupang Special Economic Zone (SEZ) based on Government Regulation Number 84 of 2019. This area-based policy aims to accelerate regional development and make Likupang a world-class tourist destination. The Likupang SEZ is expected to attract investment, create jobs, and enhance the competitiveness of national tourism (Firmansyah, 2021). The development of the tourism sector, which promotes smart and sustainable tourism concepts (Opod et al., 2024) in North Minahasa Regency, shows interesting dynamics for study. Tourist visit data from 2019 to 2024 shows significant fluctuations, particularly the impact of the COVID-19 pandemic in 2020-2021. Table 1 shows a drastic decrease in the number of tourists from 130,680 in 2019 to 14,895 in 2021. However, a recovery trend began to be seen in 2022 with a gradual increase, reaching 71,792 tourists in 2024.

Table 1: Tourist Arrivals in North Minahasa Regency

Type of tourist	The quantity of visitors in North Minahasa Regency					
	2019	2020	2021	2022	2023	2024
Overseas	93.964	11.093	1.443	3.752	20.216	16.115
Domestic	36.716	13.457	13.542	22.138	40.773	55.676
Total	130.680	24.550	14.895	25.863	60.989	71.792

Source: North Minahasa Office of Tourism and Culture, 2024

The development of the Pantai Paal tourist attraction faces several obstacles manifested in strategic issues that are of particular concern to the North Minahasa Regency Tourism and Culture Office as shown in the table below:

Table 2: Strategic Issues Impediments to Tourism Development in North Minahasa Regency

No	Criteria	Score
1.	The untapped potential of tourism that has not been optimally managed.	81
2.	The surplus of untapped tourism potential that has not been optimally utilized.	78
3.	The accessibility of most tourist locations is poorly organized.	80
4.	The untapped potential of customs and culture.	79
5.	The community remains uninformed about the advantages of tourism in enhancing welfare.	98
6.	The deficiency of facilities and infrastructure to support the tourism sector.	96
7.	The deficiency of facilities and infrastructure to support the tourism sector.	87
8.	The deficiency of facilities and infrastructure to support the tourism sector.	71
9.	Numerous tourism business opportunities remain unincorporated in the Regional Regulation, and the payback amount/unit value is still inadequate.	84

Source: Strategic Plan for the Tourism and Culture Office 2021-2026

Paal Beach, situated in the East Likupang District, is a significant component of the KEK (Special Economic Zone) Likupang. This beach features an extensive expanse of white sand, a variety of aquatic life, and breathtaking natural landscapes. The allure of the beach, characterised by its pristine white sand and tranquil waves, renders this locale a premier destination for travellers. Paal Beach features numerous visually striking photo opportunities, rendering it highly favoured among millennial and younger travellers who relish sharing their trip experiences on social media.

The strategic location of Paal Beach within the Likupang Special Economic Zone exemplifies an optimal framework for the planned and sustainable development of tourist sites (Monintja et al., 2023). The local government is undertaking multiple development initiatives, including strengthening accessibility, upgrading facilities, expanding recreational activities and annual events, and advertising the destination. Despite its significant tourism potential, the development of Pantai Paal encounters numerous challenges that require urgent consideration (Rondonuwu et al., 2022). The matter of cleanliness has emerged as a significant concern that directly affects the comfort of travellers. Litter is prevalent in the coastal region, particularly at Paal coastal (Syahrifan, 2023). This condition unequivocally contravenes the cleanliness norms, which are a major prerequisite for enhancing tourist visitation. The hygiene of tourist sites influences both visitor satisfaction and the overall reputation of the resort.

Another problem identified is the restricted availability of MSME products in the Pantai Paal region, which are typically Minahasa Utara souvenirs. Souvenirs are a critical component of the tourism industry, as they serve a dual function as a promotional tool for tourist destinations and as an additional source of revenue for the local community. The absence of these typical products is a substantial vulnerability in the endeavour to cultivate sustainable and competitive tourism. The development of Pantai Paal is also significantly influenced by the aspect of cost affordability. The costs are perceived as less competitive, which has resulted in complaints. The entrance fee for private vehicles to the tourist area is Rp40,000, exclusive of parking fees. Additionally, visitors are required to rent a gazebo at a cost of Rp50,000 to Rp100,000, as there are no complimentary relaxation facilities in the shore area. Especially for families or travellers with restricted budgets, the exorbitant cost of this becomes a factor to consider.

These conditions prompt enquiries regarding the development tactics employed by the local administration. The establishment of the Likupang Special Economic Zone (KEK) signifies a robust commitment to tourism development; yet, numerous on-site concerns suggest that the execution of the strategy encounters significant challenges. Consequently, a comprehensive analysis is required to comprehend the development strategy of Pantai Paal executed by the North Minahasa Regency Local Government. This research aims to identify challenges and propose prioritised recommendations for development strategies to establish Pantai Paal as a premier, sustainable, and competitive tourist destination in the future.

The notion of sustainable tourism commenced its development in the 1990s. Sustainable tourism is a tourism practice that emphasises present conditions and their future implications for the economy, society, and environment, while aiming to satisfy the needs of tourists, industry stakeholders, the environment, and local communities (Astawa1 et al., 2018). Sustainable tourism has emerged as a fundamental component in the development of policies and strategies focused on resource preservation and the welfare of tourism communities, evolving into a central idea for the future trajectory of the tourism industry (Ahmadi et al., 2025). Numerous studies on sustainable tourism indicate that tourism considerably affects the environment; however, travellers' awareness of mitigating this impact remains limited, needing substantial policy interventions (Sara Dolnicar & Greene, 2025). The adoption of sustainable tourism can stimulate the growth of businesses in tourist-related industries (Indriyanto, 2021). This study use the database from Publish or Perish (PoP). Subsequently, the researchers performed a selection based on the similarity of items and research themes. Among the 88 studies, the 10 most recurrent words or phrases pertinent to the subject of this research have been identified.

Tabel 3 Most Appear Keywords

No.	Term	Occurance
1.	Beach	29
2.	Strategy	22
3.	Development Strategy	22
4.	Object	21
5.	Development	12
6.	Development of Beach Tourist Attractions	9
7.	Tourist Attraction Development Strategy	8
8.	Tourist attraction	7
9.	Beach tourist attraction	6
10.	Tourism	3

Source: processed by the researcher, 2025

The term "beach" ranks highest in frequency, with an occurrence value of 29, whereas the least frequent word in tourism research has an occurrence value of 3. The greater the incidence value, the more often the topic is addressed in the research, whereas the term "Strategi Pengembangan Objek Wisata Pantai". The subject of coastal tourist development strategies has been addressed in few research (8 out of 88 studied publications), although its prevalence remains inferior to other predominant themes such as beaches, strategies, and development. This suggests that there remain potential for further advancement in the research of coastal tourism development techniques.

Tourism development encompasses strategic initiatives aimed at improving the quality and appeal of tourism attractions to stimulate an increase in visitor numbers and maximise benefits for both the community and government (Samsul A, 2001). Tourism development encompasses a range of initiatives aimed at enhancing, constructing, or diversifying tourism offerings to improve the quality and variety of experiences available to tourists (Yoeti, 2006). Suwarti identifies three essential components that underpin tourist development (Yoeti, 2006):

1. Individuals as the primary agents executing all tourism activities;
2. Locations as the physical entities that host diverse tourism activities; and
3. Duration, which pertains to the time necessary for travellers to reach a tourist site.

METHOD

This research uses a pragmatic paradigm with a descriptive qualitative approach supported by quantitative analysis (Creswell & Creswell, 2023) through the Analytical Hierarchy Process (AHP) method (R. W. SAATY, 1987). The research location is in North Minahasa Regency and Paal Beach. The determination of informants in this research uses the criteria-based selection technique based on the following criteria: 1. Understanding policies in tourism development in North Minahasa; 2. Understanding strategies and mechanisms of tourism development in North Minahasa; 3. Understanding the condition of facilities and infrastructure used in tourism development in North Minahasa; 4. Managers who know and understand the environmental conditions of the Paal beach tourist attraction; 5. Direct visitors to the Paal beach tourist attraction.

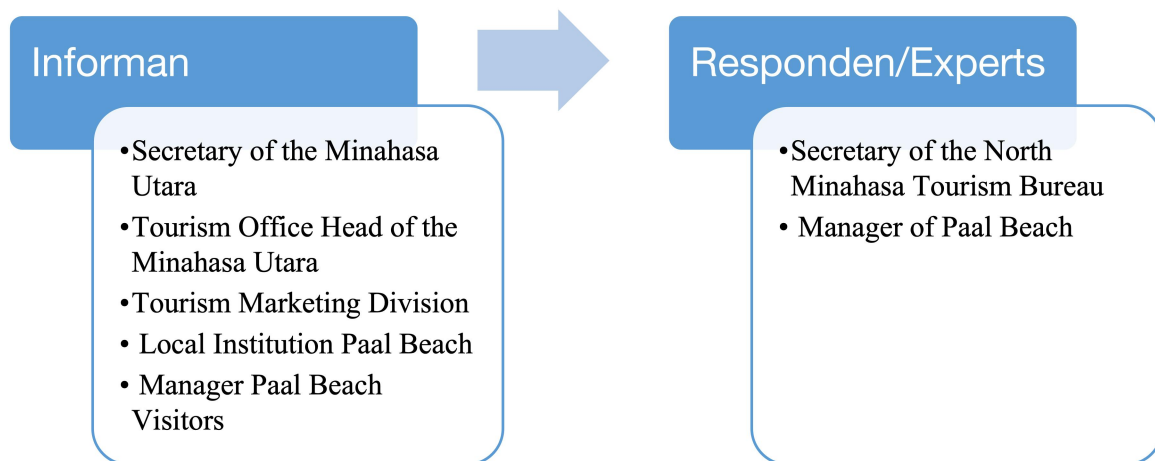


Figure 1 Informant and respondent

Source : processed by the author, 2025

This study adopted a pragmatic research paradigm, which is considered appropriate for mixed-methods research integrating qualitative and quantitative approaches (Creswell & Plano Clark, 2018). Interview informants were selected using a criteria-based selection method, based on their involvement in and knowledge of the development of Paal Beach. A total of 7 (seven) informants participated in the interviews, comprising local government representatives, tourism managers, community leaders, tourism business operators, and local residents. The acquired data were further evaluated via the SWOT framework (Dim et al., 2025) and the Analytical Hierarchy Process (AHP) methodology. The SWOT analysis was employed to discern internal and external elements influencing the development of Pantai Paal, while the AHP approach was utilised to assign weights and prioritise the plans derived from the SWOT study. For the AHP analysis, 2 (two) experts were purposively selected based on their expertise, decision-making authority, and experience regarding coastal tourism development. This number of AHP respondents was deemed sufficient, as the AHP method prioritizes expert judgment over a large sample size.

RESULT AND DISCUSSION

SWOT analysis of the development of Paal Beach in North Minahasa is necessary to identify existing potentials and challenges so that tourism development strategies can be formulated through four dimensions as indicators, namely:

1. Organisational Strength

The Tourism and Culture Office of North Minahasa Regency has set strategic objectives in the development of the Paal Beach tourist attraction, focusing on three achievements. First, the improvement of the quality and quantity of tourist facilities. Second, the development of diversified recreational activities and the organization of annual events. Third, the intensification of destination promotion through conventional and digital media. These three strategies are designed to simultaneously contribute to the achievement of tourism success indicators, both from quantitative and qualitative dimensions. Furthermore, strengthening accessibility infrastructure and the completeness of supporting facilities are operational prerequisites that enable ease and comfort for tourists in accessing and enjoying the Pantai Paal destination. Based on interviews with the Secretary of the North Minahasa Regency Tourism Office and the manager of Pantai Paal, the development of tourism infrastructure and the strategy of diversifying tourism products through recreational activities (such as beach bike rentals, boats, and banana boats), the opening of small food stalls, and the transformation of residential houses into homestays have opened up productive business opportunities

and empowered the local economy. The community is also actively involved in providing public toilet facilities, gazebos, and telecommunications network infrastructure.

Figure 2 Lodging Around Paal Beach and Community Self-Service Toilets at Paal Beach



Source : processed by the author, 2025

2. Organisational Weaknesses

The first weakness is the limited knowledge and awareness of the community regarding the tourism potential of Pantai Paal. This lack of understanding results in a deficiency of local initiatives in developing supporting tourism facilities, managing environmental cleanliness, and actively participating in community empowerment programs initiated by the Tourism Office. The second equally important weakness is the strong influence of local customs and traditional values, such as changes in social order, degradation of cultural values, and potential land ownership conflicts. The attitude of rejection or unpreparedness to accept these changes becomes a structural obstacle that hinders the effectiveness of the Tourism Office's programs in developing Pantai Paal as a premier tourist destination.

Table 4 List of Facilities and Infrastructure at Paal Beach

No.	Facility/Infrastructure	Condition	Quantity
1.	Food Stalls	Fair	15
2.	Gazebos	Fair	29
3.	Toilets	Poor	5
4.	Banana Boats	Good	3

Source : processed by the author, 2025

Based on Table 4, it appears that Paal Beach has relative enough supporting tourism facilities, especially for food stalls 15 units and gazebos are 29 units that can increase the comfort of visitors. But, the availability and condition of public toilets are still not satisfactory with only five units graded as poor. This means that the basic tourism infrastructure needs to be improved to increase the satisfaction of visitors and to support the sustainable development of tourism. The existence of recreational facilities, such as banana boats, also suggests the possibility of diversifying tourism activities at Paal Beach.

3. Prospect

The advancement of Pantai Paal tourism necessitates the cooperation of four local stakeholders: the Tourism Awareness Group (POKDARWIS) of Marinsow Village, the Village-Owned Enterprise (BUMDES), the village administration (Hukum Tua and officials), and the fishermen's association. The involvement of these multiple stakeholders gives an opportunity for the

development of a sustainable tourist destination via a collaborative and participatory approach. The local community's active involvement is manifested in the economic sphere through the creation of MSME stalls surrounding Paal Beach. The environmental aspect is attained by communal consciousness in preserving beach cleanliness. The extent of capacity and interest for participation in various government-organized training sessions. The partnership of POKDARWIS as the catalyst for tourism awareness, BUMDES as the steward of productive economic activities, the village government as the regulatory and policy facilitator, and the fishermen's group as the participants in marine economic diversification fosters an inclusive and sustainable community-based tourism ecosystem. This regional tourism framework offers a competitive edge. Optimising this collaborative potential necessitates the establishment of a formal coordination mechanism, the enduring enhancement of institutional capacity, the standardisation of MSME product and service quality, and the creation of an equitable and transparent benefit-sharing system to ensure the sustainable development of Pantai Paal as a premier tourist destination in North Minahasa Regency.



Source : processed by the author, 2025

Figure 3 of MSME Stalls Surrounding the Beach Paal

Toilet facilities constructed by the community serve as a source of income for local residents through a fee system, charging Rp5,000 for bathing and Rp2,000 for urination.

Table 5 Motor Vehicle Revenues November-December 2025

Vehicle Type	Parking Fee (IDR)	Revenue (IDR)	
		November	Desember
Car	40.000	23.960.000	19.750.000
Motorcycle	20.000	13.800.000	9.100.000
Bus	70.000	1.820.000	420.000
Total Revenue		39.580.000	29.270.000

Source : processed by the author, 2025

The collaboration between local government and local business actors in the development of tourism packages and supporting services not only enhances the welfare of the local community but

also optimises the contribution of the tourism sector to the Regional Original Revenue (PAD) of North Minahasa Regency.

4. Threats

Based on interviews with the North Minahasa Regency Tourism Office, the Paal Beach Management, and Paal Beach Visitors, the threat to the development of Paal Beach tourist attractions is the unpredictable climate conditions. Marine tourism destinations that heavily rely on sunny weather and calm sea conditions, climate changes such as heavy rainfall, strong winds, and the potential for storms can disrupt tourist activities and reduce the comfort of visiting. Unfavourable weather also impacts the safety of tourists and the continuity of tourism business operations in the area, such as boat rentals, snorkelling activities, or beachfront dining. This climate uncertainty has the potential to reduce the number of visits, which could ultimately have a negative impact on local economic income and the tourism sector as a whole.

The priority strategy of building paal beach tourism attraction in North Minahasa

In establishing priority plans, researchers will integrate internal elements, specifically strengths and weaknesses, with external aspects, particularly opportunities and threats.

Table 5 SWOT Matrix Analysis

	Strong (S)	Weakness (W)
	Structured and comprehensive development strategy	1. The low level of awareness and knowledge among the community about tourism management 2. The strong influence of customs and traditions still persists.
Opportunity (O)	Strategi SO	Strategi WO
Community Engagement and Local Entities including POKDARWIS, Bumdes, Village Administration, and Fishermen	Integrate community-based tourism programs into the existing development strategy by actively engaging POKDARWIS, BUMDes, village administrations, and fishermen in tourism planning, management, and promotion.	1. The engagement of the government and local institutions (POKDARWIS, BUMDes) in the tourism development initiative. 2. The dedication of collaboration between the government and local institutions (POKDARWIS, BUMDes) in the tourism development initiative.
Threat (T)	Strategy ST	Strategy WT
Climate conditions reduce tourist visits.	Implement climate-resilient tourism planning through the existing structured development strategy by introducing weather monitoring systems, seasonal tourism packages, and risk management measures to sustain tourist visits during adverse weather conditions.	Leveraging the government's support to provide community training on climate-responsive tourism management, early warning systems, and seasonal visitation planning to reduce local capacity limitations and minimise the impact of adverse weather conditions on tourism activities.

Source : processed by the author, 2025

This strategic analysis integrates internal factors, specifically strengths and weaknesses, with external factors, namely opportunities and threats, to formulate a new strategy recommendation for the regional government's approach to developing the Paal beach tourist attraction for the North Minahasa tourism and culture office, culminating in four alternative strategies as outlined below:

Table 6 Alternative Approaches for the Advancement of Paal Beach

No.	Alternative Strategy
1	structured development strategy
2	Involvement of local institutions (pokdarwis, bumdes, and village government)
3	The low level of public awareness
4	The local economic potential remains unexploited.

Source : processed by the author, 2025

The researcher employed the Analytical Hierarchy Process, utilising Expert Choice 11 software, to assess and prioritise strategic concerns. The questionnaire assessment data collected from experts is subsequently analysed and integrated incrementally to attain the ultimate outcome.

Table 7 Prioritised Order of Combined Criteria

No.	Criteria	Vektor Eigen
1	Individual	0.361
2	Location	0.588
3	Duration	0.051

Source : processed by the author, 2025

The primary factor for advancing Paal beach tourism in North Minahasa Regency is Location, with an eigenvector total of 0.588. To ascertain the priority of strategic issues, it is essential to evaluate the priority of each potential plan against each criterion. The outcomes of the comparison of these alternatives are presented in the table below.

Table 8 Consolidated Prioritisation of Strategic Issues According to Each Criterion

Kriteria	Urutan Prioritas Isu strategis setiap Kriteria	Vektor Eigen
Individual	1. Structured and comprehensive development strategy	0,563
	2. The low level of public awareness	0,063
	3. Involvement of local institutions (pokdarwis, bumdes, and village government)	0,188
	4. The local economic potential remains unexploited.	0,188
Location	1. Structured and comprehensive development strategy	0,628
	2. The low level of public awareness	0,208
	3. Involvement of local institutions (pokdarwis, bumdes, and village government)	0,109
	4. The local economic potential remains unexploited.	0,054

Duration	1. Structured and comprehensive development strategy	0.436
	2. The low level of public awareness	0.099
	3. Involvement of local institutions (pokdarwis, bumdes, and village government)	0.436
	4. The local economic potential remains unexploited.	0.029

Source: processed by the researcher from Expert Choice, 2025

The primary strategic issue under the Individual criteria is the structured development strategy, which remains limited, with an eigenvector of 0.563. The second criterion is location, which is the primary strategic concern, namely the structured development strategy with an eigenvector of 0.628. The third criterion, Duration, identifies the organised development plan and the participation of POKDARWIS, Bumdes, and Pemdes as the primary strategic problems, both possessing an identical eigenvector value of 0.436.

Table 9 Hierarchy of Importance for Strategic Concerns in the Comprehensive Development of Paal Beach Tourist Attractions

No.	Isu Strategis	Vektor Eigen
1.	Structured and comprehensive development strategy	0.628
2.	The low level of public awareness	0.202
3.	Involvement of local institutions (pokdarwis, bumdes, and village government)	0.097
4.	The local economic potential remains unexploited.	0.073

Source: processed by the researcher from Expert Choice, 2025

The paramount issue with the highest significance or eigenvector is the structured development plan. Consequently, the first consideration must be that alternative. The alternatives ranked lower should not be disregarded; instead, they ought to be evaluated in accordance with the aforementioned priority order. Upon resolving the primary priority, attention can then transition to the secondary priority. It signifies that strategic challenges ranked below the highest priority are not insignificant and should not be overlooked; rather, they must be systematically addressed, and a plan should be established to tackle these strategic concerns.

The results show that synergy among stakeholders is an important factor in the development of Pantai Paal. The prioritised strategy is the involvement of the local government, POKDARWIS, BUMDes, village administration, fishermen and local communities in the planning and management of the tourism. This is in line with the collaborative tourism planning theory proposed by Bramwell and Lane (2011) that sustainable tourism development requires the active participation of different stakeholders and is not solely dependent on government actions. The proposed strategy is built on the principles of collaborative governance, encouraging joint decision-making, collective responsibility and community involvement in tourism development.

The findings are relevant to Indonesia's national tourism policy, especially Presidential Regulation No. 84 of 2019 on the Likupang Special Economic Zone (SEZ). Super priority tourism destination in Indonesia. However, unlike the study conducted by Indriyanto (2021), this study identifies climate conditions as a significant threat and therefore proposes climate-adaptive tourism management strategies as a development priority.

CONCLUSION

The North Minahasa Regency Tourism and Culture Office's strategy for developing the Pantai Paal tourist attraction encompasses a systematic development approach, engagement of local institutions (including POKDARWIS, Bumdes, and Pemdes), limited public awareness, and underutilisation of local economic potential. The strategic challenges assessed through the priority calculation steps produce a first outcome: a structured development strategy with an eigenvector value of 0.628.

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