

## MONITORING EVALUATION ANALYSIS OF TOURIST VILLAGE DEVELOPMENT: A CASE OF KEMIREN, BANYUWANGI

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### Abstract

*The Ministry of Tourism and Creative Economy has set a target to increase the number of tourist villages classified as advanced to self-sufficient. In order to accomplish this, the Ministry organized training sessions to help and support the locals in enhancing their capability to manage their village as a tourist destination. One of the tourist villages where the training was provided was Desa Kemiren in Banyuwangi. The village received assistance in the aspect of tour guiding as the current status of Desa Kemiren is a developed tourist village. To make sure that the training meets the demands of the local community, monitoring and assessment analysis is required. Taking into account the significance of tour guides in delivering tourism services, this study investigates the implementation of tour guide training in Desa Kemiren. The research aims to analyse the monitoring evaluation of tour guide training based on stakeholders' perspectives. The study uses a qualitative method, and the data collection was collected through semi-structured interviews with six respondents, comprised of representatives of the government, community, and Kemiren villagers. The result demonstrates that this training is an attempt by the government to make the village self-sufficient in terms of problem identification. According to the viewpoint of the community, they took part because they need help developing the village to become an advanced tourism town and become independent. It can be seen that the purpose of the three main stakeholders involved in this program is aligning with one another.*

**Keywords:** *human resources development, monitoring evaluation, tour guiding, tourist village*

## INTRODUCTION

Many countries, including Indonesia, have been reviving their tourism after the sector's declination due to the Covid-19 pandemic. In the midst of the super-priority destinations, the tourist villages development program that aims to prepare and upgrade the socio-physical aspect of the villages has been the focus of Indonesian government to support tourist destinations during the pandemic. It is related to the increasing interest in visiting rural areas after the lockdown and pandemic restriction, as they could offer an experience that urban areas could not (Soeswoyo et al., 2021). From beautiful views of mountainous landscapes, rice fields, and plantations to the air quality of rural areas that are relatively better and fresher than urban areas. Regarding health protocols, tourism activity in rural areas is safer because many are spacious and dominated by outdoor spaces.

The presence of tourist villages is also vital due to their ability to create a more unique and niche tourism, making them the alternatives to reduce mass tourism patterns which have been infamous for their impact on the social and environmental aspects of destinations (Yudhanti, 2021). As the core of a tourist village is embodied in its community's way of life, each tourist village creates different characteristics that, if aligned, could strengthen the regional identities (Indiarti & Munir, 2016). Many tourist villages have also proven its alignment with the concept of pro-job, pro-growth, and pro-poor, where tourism acts as an important sector for economic growth by benefiting rural labor, and thus contributes to alleviate poverty (Nala et al., 2021; Putri et al., 2022; Yudhanti, 2021).

The government's commitment to developing tourist villages has been shown in the number of tourist villages in Indonesia, which currently has more than 3500 (Ministry of Tourism and Creative Economy, 2022). The number has increased, seeing that in 2012 there were only 978 tourist villages, and in 2014 were less than 1400 (Indiarti & Munir, 2016). Tourist villages are classified into four categories, depending on their tourism readiness: start-up, developing, developed, and self-sufficient. While start-up tourist villages refer to the ones that have not fully unlocked their tourism potential, the self-sufficient villages are tourist-ready. Further information related to each category of tourist villages is seen in Table 1.

**Table 1.** Classification of Tourist Village Development in Indonesia

No	Status	Description	Number of Villages (until 2022)
1	Start-up	<ul style="list-style-type: none"> <li>a. The village has potential that develops as a tourist destination</li> <li>b. The development of tourism infrastructure is still limited</li> <li>c. Few or very few tourists from the surrounding community have visited the village</li> <li>d. The community's awareness has not yet grown to its potential</li> <li>e. Assistance from other stakeholders (e.g., government, private, university) in developing village as a tourist destination is highly needed</li> <li>f. The development of the village as a tourist destination still utilizes the village funds</li> <li>g. The management of the tourist village is still fully under the locals.</li> </ul>	2.318

No	Status	Description	Number of Villages (until 2022)
2	Developing	<ul style="list-style-type: none"> <li>a. The village is known as an emerging tourist destination</li> <li>b. Some visitors visit the village not only from the surrounding community but also from outside the area</li> <li>c. There are promising opportunities for the development of infrastructure and tourism facilities</li> <li>d. Employment opportunities and economic activity for the community from tourism have been created, although still in the early stage</li> <li>e. The community's awareness of their tourism potential has grown, which can be seen from the presence of Pokdarwis (tourism awareness group) or other similar groups</li> <li>f. Utilizing village funds in the development of tourist villages</li> <li>g. The management of the tourist village is still fully under the locals.</li> </ul>	941
3	Developed	<ul style="list-style-type: none"> <li>a. The community is fully aware of the tourism potential, including its development</li> <li>b. The village has become a well-known tourist destination, and there are many visitors for tourists, including foreign tourists</li> <li>c. Tourism facilities and infrastructure are adequate</li> <li>d. The community can manage tourism activities through Pokdarwis or local working groups</li> <li>e. The community has been able to take advantage of village funds in the development of tourist villages</li> <li>f. The tourism village management system has an impact on improving the economy of the community in the village.</li> </ul>	281
4	Self-sufficient	<ul style="list-style-type: none"> <li>a. The local community has provided innovation in developing tourism potential in their village</li> <li>b. The village has become a tourist destination known by foreign countries and has implemented a sustainable concept recognized by the world</li> <li>c. The village's infrastructure is not only adequate but also follows international standards</li> <li>d. The management of the tourist village is carried out collaboratively between sectors and has been going well</li> <li>e. The village can take advantage of digitalization as a form of independent promotion (i.e., able to make promotional materials and sell independently through digitalization and technology).</li> </ul>	11

Source: Adapted from Ministry of Tourism and Creative Economy, 2022

Like any tourism development, developing tourist villages needs strategy and support from community members and stakeholders. It cannot be done without improving and integrating the main components of tourism (i.e., attractions, accommodation, and ancillaries) and adjusting them to the local community's structure and traditions while also attempting to meet the needs of tourists (Indiarti & Munir, 2016). As the resources and uniqueness of the cultural traditions already attached to a community are the main driving force for tourism village activities, local communities that grow and live side by side in a tourist attraction are part of a mutually sustainable system. Thus, developing tourist villages must facilitate the local communities to obtain the maximum benefit value from tourism development in a village (Astiana et al., 2021). The community is not just a beneficiary or object but as the subject of the development of a tourist village. Local communities play a

more crucial role in developing tourist villages as it depends on their level of acceptance and support. Community participation has become a requirement where the locals are involved in the decision-making process at every stage of development, starting from the planning, implementation, monitoring, and preservation stages. For this reason, it is necessary to hold community empowerment to develop tourist villages in Indonesia.

To empower local communities in the development of tourist villages in Indonesia, the Government, through the Ministry of Tourism and Creative Economy, has a program called Human Resources Training for Tourist Villages. The program's purpose is to support and assist the local community in improving their capacity to manage their village as a tourist destination. It is expected to produce competent human resources and ensure that tourist villages throughout Indonesia develop as sustainable tourist destinations. There are three scopes of the training: tour guiding, tourist village management, and homestay management. However, the scope of the training given to tourist villages is on the needs and conditions of each tourist village. The training is conducted through live-in and coaching for two weeks by government facilitators and representatives from the community and universities. Up to now, 87 tourist villages have been given the training, which involved 15 Communities and 20 Universities.

One of the tourist villages that received the training was Desa Kemiren, Banyuwangi Regency, East Java Province. The village received assistance in the aspect of tour guiding as the current status of Desa Kemiren is a developed tourist village, meaning that the village has become a well-known tourist destination and there are many domestic and international tourists. In implementing the tour-guiding training, the Ministry of Tourism and Creative Economy also collaborates with a non-profit organization, the East Java Ecotourism Forum (EJEF). The organization has worked on developing sustainable tourism in East Java by implementing the concept of community-based ecotourism. The members include guides, assessors, homestay managers, and tour operators. The participant of the training in Desa Kemiren is shown in Table 2.

**Table 2.** List of Training Participants

No	Gender	Institution	No	Gender	Institution
1	Male	Head of Desa Kemiren	16	Male	Village Council
2	Male	Village Council	17	Male	Cultural Group
3	Male	Cultural Group	18	Male	Village Council
4	Male	Pokdarwis	19	Male	Village Council
5	Male	Pokdarwis	20	Male	Village Council
6	Male	Pokdarwis	21	Male	Pokdarwis
7	Male	Pokdarwis	22	Male	Pokdarwis
8	Female	Pokdarwis	23	Male	Pokdarwis
9	Female	Pokdarwis	24	Female	Pokdarwis
10	Male	Pokdarwis	25	Male	Pokdarwis
11	Male	Pokdarwis	26	Male	Pokdarwis
12	Male	Cultural Group	27	Female	Pokdarwis
13	Male	Village Council	28	Male	Pokdarwis
14	Male	Village Council	29	Male	Pokdarwis
15	Male	Pokdarwis	30	Male	Pokdarwis

Source: Fieldwork, 2022

A monitoring and evaluation analysis is necessary to ensure that the tour guide training held by the Ministry of Tourism and Creative Economy has met the local

community's needs. Despite its significance, the topic of monitoring evaluation on the tour guide training is still underexplored as many studies only focused on the evaluation of CHSE training (Mitasari et al., 2022; Pramesti, 2022) and digital marketing and promotion (Aisyianita et al., 2022; Winarno & Isnugroho, 2022). Considering the role and significance of tour guides in providing domestic and international tourists with tourism services, particularly in tourist villages in Indonesia, this study investigates the implementation of tour guide training in a country's tourist village, Desa Kemiren. The research analyzes the monitoring evaluation of tour guide training in Desa Kemiren based on stakeholders' perspectives. In this case, the stakeholders involved are representatives from the Ministry of Tourism and Creative Economy, the local community of Desa Kemiren, and the EJEF community.

## **METHODOLOGY**

This research took place from February to June 2022 with observation and in-depth interviews with two representatives of each stakeholder: the government, the EJEF community, and the local communities of Desa Kemiren. The informants were selected based on their current position, which is important to determine whether they have relevant knowledge regarding the training. Besides, their willingness to be the interview's informant was included as a part of the selection process. During fieldwork, the data from interviews were organized daily. Field notes and interviews were entered into Microsoft Word database. All digital data (tape-recorded) was transcribed and content analysis was done using the software Atlas.ti-8 to interpret and code textual material (i.e., raw texts from interviews transcriptions).

This study used a logic model for monitoring the evaluation the tour guiding training program in Desa Kemiren. Monitoring and evaluation are two management tools that provide opportunities for managers, programs, or projects to check the progress or weaknesses of the implementation of a program. In detail, designing programs utilizing a logic framework can provide added value beyond the scope and quality of reports on activity. In this discussion, this logic framework approach refers to the theory by Legowo (2018) based on the initial theory created by Kusek and Rist (2004) that focuses on the result-based monitoring and evaluation. The logic model framework is helpful because it offers a clear-cut overview picture of a program and demonstrates the relationships among all program components and the expected results.

Throughout its development, different authors have used various formats and terms when applying the logic model. However, three essential components are mainly found across them (Ariefni & Legowo, 2018; Hardlife & Zhou, 2013). The first component is problem identification. The activity involves identifying needs and analyzing several problems that will be solved through a program. Identifying issues based on the current situation and usually followed by assumptions is the first step in designing a program. The results of this activity usually link the problem with the cause. The second component, inputs, comprises the resources needed to run the program. In conducting specific actions to reach the main goals, it is necessary to have resources that consider the program participants' perspectives, such as who will be affected when activities (e.g., actions,

services, events) are implemented. Once the activities are conducted using the available resources, the next component appears is outputs and outcomes. While outputs are direct results of the activities carried out that are usually physical or financial, outcomes refer to the consequences and changes that occur during or after the program execution.

## **FINDINGS AND DISCUSSION**

### **Problem Identifications**

According to respondents from government representatives, namely the Directorate of Tourism Human Resources Development (DTHRD) of the Ministry of Tourism and Creative Economy, the purpose of arranging this tourist village training activity is to assist human resources in tourist villages in improving their ability to manage and provide services to potential tourists. Through this program, the government hopes that human resources in tourist villages can receive knowledge and knowledge properly regarding training assistance provided by universities and communities/associations. In that way, Desa Kemiren can upgrade the status of its tourist village from a "developed" to a "self-sufficient" village after implementing this training assistance activity program. Thus, it can also indirectly support the achievement of the government's target in 2024, namely the establishment of 244 tourist villages classified as self-sufficient tourist villages.

Respondents from the EJEJF community also stated the same as the government's representative. The program's main aim in Desa Kemiren was to increase village communities' knowledge, abilities, and skills, especially Pokdarwis members, in managing the tourism business sector and being a good host. As stated by the Secretary General of the EJEJF community, who was the coordinator of the training program in Desa Kemiren:

*"I hope that the people of Desa Kemiren can gain and apply knowledge and skills related to the field of tour guiding competencies well to develop their village to become a tourist village with its current status as developed to self-efficient."*

The EJEJF community also indirectly achieves their other goals. First, implement a community-based tourism program that prioritizes local communities as tourism business actors. Second, continue to encourage and motivate the community to improve the quality of the environment and the attractiveness of local tourism. It is also hoped that this program can make Desa Kemiren more independent by increasing the local economy through tourism.

Regarding the goals and expectations of this activity, respondents from the village representative said that this program's purpose was to open the village community's minds to equalizing the vision. Respondents want their village community to be able to open their minds to realize that a tourist village can prosper the lives of the community. Community empowerment activities are needed in developing a village to become a tourist village. Therefore, with the implementation of this activity program, Desa Kemiren is expected to be better in terms of increasing human resource capacity in the community, especially in the tourism sector. Some activities are already in accordance with the needs of the village community, but the Covid-19 pandemic has shifted some priority needs slightly. The

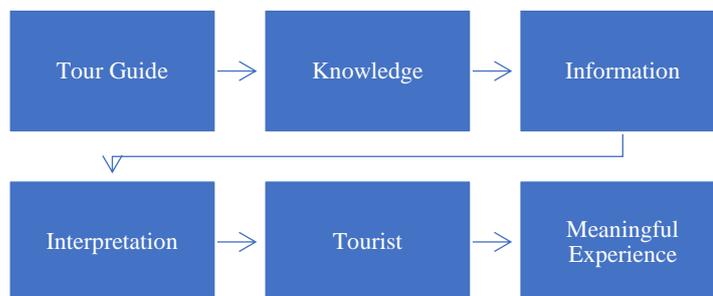
training assistance activity program is a means to awaken the tourist village so that its status changes to an advanced tourism village to be self-sufficient.

### Inputs

The preparation process for the tour guiding mentoring activity is carried out through three stages, namely planning, training, and evaluation. For the planning stage, a government respondent who acts as the coordinator of the HR training assistance program in tourist villages explains the planning mechanism of the program:

*“There are mechanisms for arranging tour guiding training in Desa Kemiren. It starts from a pre-program, consisting of coordination meetings, preparatory FGD activities with partners, and seeking information on the need for human resource assistance in tourist villages with village representatives. It is followed by signing contracts and organizing workshops to identify the need for human resource assistance in tourist villages. The last step is the implementation of activities accompanied by monitoring and evaluation of these activities.”*

After the pre-program and kick-off meeting, tourist village training activities officially began in Desa Kemiren. This training was carried out for two weeks with a target of at least 15 participants. The facilitators in these activities were communities/associations and universities that had signed an MOU with the Ministry of Tourism and Creative Economy during the pre-program implementation. In this program, the EJEF community used an ecotourism guidance approach. The EJEF community used interpretation techniques to provide knowledge and skills through theory and practice. Following ecotourism principles, tour guides in Desa Kemiren are expected to be capable of providing educative content to tourists with interpretation methods. The primary materials provided by the EJEF community include ethics and ecotourism guiding techniques, basic interpretations, overview interpretive guides for sustainable tourism, identifying ecotourism interpretation paths, and finally compiling a tourist village guide book. Meanwhile, the additional material provided by the EJEF community includes governance of tourism destinations, knowing English for daily conversations, an overview of tourism's strategic plan during a pandemic, getting to know branding, doing business planning, and editing narratives, articles or captions. The following is a picture of the material provided by the facilitator related to ecotourism guidance with an interpretation approach.



**Figure 1.** Stages of Information Processing through Interpretation

Source: Interview, 2022

Figure 1 shows the tour guide training lesson by the EJEJF community. There are six stages of information processing through the interpretation approach. First, the tour guide should find out what they will inform tourists. Then the information is given through an interpretation approach so that tourists will be aware of the benefits of the information provided by the tour guide. The experience is expected to be meaningful for the visitors. Eight participants came to the tour guide training program, of which 15 people should have come.

Even after the training, the EJEJF community continues to follow up on the development of Desa Kemiren in developing its village to become a self-sufficient tourist village. As for the village community, they fill out the form for the human resources needed in Desa Kemiren. The activity was done in Jakarta by inviting all village representatives involved in the training. However, according to representatives of the Desa Kemiren community who came to the activity, filling out the forms was done with little time to discuss what areas of competence were being prioritized by Desa Kemiren.

The last stage is the evaluation monitoring activity coordinated by the EJEJF community and the Ministry of Tourism and Creative Economy, which monitors and evaluates during the activity. This activity took place from 13 - 28 February 2022, as adjusted with the schedule of EJEJF and village representatives. However, the implementation activities of this program were delayed from the date planned in the initial report because of the difficulties experienced by the community and village communities in scheduling the available time for both groups, including the uncertain condition of the Covid-19 pandemic and the elderly group dominated the majority of the village community.

#### Outputs/outcomes

Since the field of competence provided was not to produce a tangible product but a service, it is only natural that the outcome obtained by the village community is not feasible by the eyes. Representatives from Desa Kemiren stated that there was an increase in self-confidence and courage after the training session. At first, the participants were shy and did not understand how to be a tour guide. However, through this program, participants gain new knowledge regarding what can be conveyed while guiding tours, one of the ways was by providing interpretations of a topic of conversation. The benefits felt by the people of Desa Kemiren are increasing knowledge according to the given competency field. In addition, the village community also received additional knowledge related to village management provided by the EJEJF community, especially in the social and environmental fields. They are aware that the development of a tourist village takes a long process, and thus there needs to be a mutual agreement among the community. It also motivates the village community to continue improving their village. Regarding the condition of human resources in Desa Kemiren, one representative from the village, namely the Chair of Pokdarwis, said:

*"The human resources in the tourism sector in Desa Kemiren are quite good, especially in their respective fields of expertise, such as homestays and digitalization. It is just that the*

*village community still needs to improve their potential that can benefit the tourism in this village."*

The other respondent also agreed that the training program is a forum to develop the potential of the village community. In addition, the training participants knew that they needed to improve their capacity primarily related to tour guiding. The respondents also learned the importance of interpretation techniques in guiding ecotourism, which is beyond conveying information but can also be a tool for delivering mission-based information. In their case, the mission is to preserve nature and culture through tourism. It is in accordance with the principle of ecotourism, namely conserving resources carried out by local communities through education with interpretation methods.

## **CONCLUSION**

Meanwhile, related to the second aspect, namely resources, the activity program involves several stakeholders. The Ministry of Tourism and Creative Economy, in charge and the leading implementer of this program, is represented by two support staff who are directly involved in monitoring and evaluating the tour guiding training program in Desa Kemiren. Another important part is the EJEK Community, which is focused on developing sustainable tourism in East Java. The EJEK community participates in providing this training because the Ministry of Tourism and Creative Economy trusted them to share knowledge and experience related to the field of tourism guide competence in Desa Kemiren. In addition, the development of human resources in the tourism sector is part of the community's primary goal. Therefore, they were willing to cooperate with the government and were fully responsible for providing training to the participants in Desa Kemiren.

Regarding the last aspect, namely outputs/outcomes, it seems that it has been well received, which means that the village community is awakened and wants to change their village into a tourist village that is better than before. The results of interviews with representatives of the Desa Kemiren community also indicate that the participants had increased knowledge following the given competency areas and additional knowledge related to village management to become a tourist village provided by the EJEK community. The people of Desa Kemiren are aware that the development of a tourist village is quite long, and the core concept of village development must be mutually agreed. In addition to the residents' knowledge regarding tour guiding, they also improve their confidence. At first, the participants were shy in conducting tour guiding activities, but after the implementation of this training mentoring activity program, the participants began to venture to try it out.

As for the implementation of this training program, the obstacles felt by the Ministry of Tourism and Creative Economy in implementing the training program are the limited funds for the implementation of mentoring activities and the lack of accessibility to get to the place of association for training. Meanwhile, according to the EJEK community, the obstacles experienced include the mentoring process that has been carried out. It still needs to be continued with a longer duration. The level of understanding of residents,

particularly the Pokdarwis members in ecotourism guiding competence, still needs to be increased to the interpreter stage. It is necessary because Desa Kemiren requires conservation efforts through a tourism approach to social assets and natural preservation. In addition, the management of tourism destinations at the village level needs to be optimized with a tourism system that aims to preserve which aims to preserve local culture, nature conservation and the welfare of local communities. This is necessary because the threat of modernization without a good filter will damage the younger generation of Desa Kemiren. Besides, the threat of land conversion and ownership transfer has occurred in Desa Kemiren. These two obstacles are generally encountered in mentoring human resources in tourist villages by the EJEJF community and are still carried out by the EJEJF community team.

Based on the results of this research, there are some recommendations. First, there should be more funding from the national government related to the sustainability of the training for tourist villages in Indonesia because there is a need for follow-up training to strengthen each village until they become self-sufficient. Second, the East Java Provincial Government needs to participate in the training, especially in Banyuwangi Region, to follow up this mentoring program at the provincial level. Third, the mentoring process should be carried out by an assessment process by the EJEJF community and the residents so that the training is in accordance with their needs. Lastly, the residents should be literate about governance and the potential in their village.

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