

Implementation of Tourism Village Policy Based on The Collaborative Governance Plus Multi-Helix (CGPMH) Model in Pujon Kidul Tourism Village, Malang Regency

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Abstract: The successful development of the national tourism sector is the result of positive trends at the regional level, including East Java Province. As stipulated in Law No. 6/2014, the government grants special rights and authorities to villages, referred to as village autonomy. This research examines the implementation of the tourism village policy in Pujon Kidul Tourism Village, Malang Regency, which has been developing for 10 years. After the COVID-19 pandemic, the number of tourists and PAD decreased, so a marketing strategy and revitalization of tourism potential were needed. This research uses Grindle's (1980) framework and Collaborative Governance Plus Multi-Helix. A qualitative-descriptive approach was used by the researcher to find primary and secondary data. The results show that the tourism village policy has run as expected with alignment between implementers and target groups, without resistance. In addition, policy implementation is participatory with the support of internal and external resources. However, it is still necessary to increase the level of community compliance to maximize the benefits of the policy, as well as adaptive strategies to maintain the sustainability of tourism in Pujon Kidul.

Keywords: Policy Implementation; Tourism Village; Collaborative Governance; Multi Helix.

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Introduction

Rural tourism has been envisioned to use sustainable use of resources and opportunities for community participation (Rosalina et al., 2023; Yachin & Ioannides, 2020). The increasing number of tourist visits in 2019 was viewed as more aggressive. However, there was a drop in visits during the pandemic of COVID-19 (Abidin et al., 2022). Tourism has been the hardest damaged and interrupted by the Covid-19 outbreak (Neuburger & Egger, 2021; Roman et al., 2020). According to Nuryanti (In Yuliati & Suwandono, 2016), a tourist village is a form of combination of attractions. accommodation. and supporting facilities that are packaged in a pattern of community life that blends with the procedures and traditions that apply so as to make the village a tourist destination.

In accordance with the provisions of Law No. 6/2014, the government grants special rights and authorities to villages, known as village autonomy. In general, the presence of Law No. 6/2014 on Villages introduces a new, more comprehensive concept in village regulation and is expected to improve the progress and welfare of the community and village government.

Policy implementation in the industry and the third world countries has become an interesting topic. The success of the policy requires the availability of resources. intergovernmental structure relations, local government commitments in providing reports to the central government, the influence of policy opponents, interpretation the of objectives, and the community itself as the determinant of policy success (Diki

Takanjanji, 2018). The task of implementation establishes a link that allows the goals of public policies to be achieved as outcomes of governmental activity. This includes the creation of a "policy delivery system" in which specific means are designed and pursued with the expectation of arriving at particular ends (Abubakari et al., 2023; Grindle, 1980).

Visits to Pujon Kidul Tourism Village experienced a significant increase from 2017 to 2019, with total visitors increasing from 84.053 to 601.858. However, the COVID-19 pandemic in 2020 caused a drastic drop to 419,447 visitors, with several months of no visits at all. A further decline occurred in 2021 with 224,162 visitors. In 2022, there was a gradual rePujon Kidul is a village in Pujon Subdistrict with 64,328 visitors, and this positive trend continued in 2023 with 371,609 visitors. While fluctuations remain, especially with peak visits in December, the post-pandemic recovery trend is starting to show, although it has not yet reached the pre-pandemic peak. This data is an important indicator for village governments and tourism managers to identify more effective strategies in attracting back tourists and optimizing the village's tourism potential.

determinants. These or explanatory factors, are made up of individual barriers or facilitators that have an impact on implementation outcomes. Some of these factors include the nature of decisions made at the design or formulation stage, the kinds of objectives that have been specified for it, and how the goals have been stated. The content of the policy can also affect the implementation process. For instance, if public policy seeks to introduce change in social. political, and economic



relationships, they generally stimulate considerable opposition from those whose interests are threatened (Grindle, 1980). Mazmanian and Sabatier (1983) also provided six checklists for effective policy implementation: claritv and consistency of policy objectives, a program based on a valid causal theory, adequate structuring of the implementation process, commitment to program goals by officials, interest groups, and executives and legislature; and finally, there should not be detrimental changes in the socioeconomic framework conditions. The sixth point is with Grindle's (1980)consistent discussion on the potential impact of the policy content on implementation.

Tourism development in the current era of governance requires the government's commitment not to choose to compete with the private sector or (non-governmental other NGO organization) elements but to choose collaborative efforts bv increasing cooperation between tourism stakeholders. Based on this perspective, tourism management becomes strategic in the study of public administration, especially in the context of governance. Collaborative governance is a new governing strategy that emerged in the late 1980s (Ansell & Gash, 2008; Zhang et al., 2022). It brings multiple stakeholders together and emphasizes collective decision-making for public policy or public goods (Lin & Bestor, 2020).

The governance model, with the concept of collaborative governance plus multi-helix, is considered a reference to improve the quality of public policies, address complex problems, and achieve better results through active participation and involvement of all relevant stakeholders (F Wijaya, 2023). The multi-helix model can be understood as an

attempt to broaden the scope and maintain a balance between the various interests associated with innovation development. implications The of adopting the multi-helix model are the establishment of cross-sector and crosspartnerships in border innovation development, as well as the sensing and resolution of conflicts of interest and demands between actors. As such, the multi-helix can also contribute to economic development, sustainable strengthening the innovation community and improving the well-being of people globally. (Sui & Zhu 2019, Markova 2015, Todeva 2013).

Often some collaborative actors lack the capacity to act together due to differences and power imbalances. Therefore, the definition of capacity is 'a collection of cross-functional elements that come together to create the potential for taking effective action' or the various outcomes of cross-functional elements to produce effective action, due to the adequate capacity of actors (Emerson, Nabatchi, and Balogh, 2012).

Method

In this research, a qualitativedescriptive approach was used by the researcher to find primary and secondary data. This method was a fit with this research because it can describe the policy of tourism villages and the process of CGPMH. The data were collected by field study. literature. norms. laws. and documents. The research location was Pujon Kidul Village, Malang, East Java. This research uses an in-depth interview with 12 key informants: 1) the head of the village of Pujon Kidul (Mr. Said), 2) Government Civil Servants (Secretary: Mr. Doris, Village Consultative or Badan Permusyawaratan Desa (BPD): Mr. Nur Kholig & Tourism Awareness Group or



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Kelompok Sadar Wisata (POKDARWIS): Mr. Ilham), 3) civil societies handling essential roles in parking and ticketing (Mr. Mardiyanto), 4) Malang District Tourism and Culture Department: Mr. Pandu and Mr. Aan Nehru, 5) Dirjen General of PDDT Ministry of Villages (Mr. Nugroho), 6) Travel Agency (Mr. Dana), 7) Lecturer at University of Muhammadiyah Malang (Mr. Luqman), 8) Marketing Department of Pujon Kidul Village (Mr. Anjik), 9) Bank BRI (Mr. Hari).

This research focuses on the factors that influence policy implementation seen from two aspects: the dimensions of policy implementation content and the environment (Grindle, 1980). In the other half, the core of this CGPMH model is its circle component called inner collaboration dynamics, which consists of 3 things, namely principled engagement, shared motivation, and joint capacity (Emerson & Nabatchi, 2015; Wijaya, 2023). The primary and secondary data will be analyzed using the interactive data analysis model from M.B. & Huberman (2020). The stages include (1) data collection; (2) data condensation; (3) selection; (4) narrowing. To test the validity of the data, the researcher used data triangulation.

Result And Discussion

Implementation of Tourism Village Policy

Pujon Kidul Tourism Village has been running since the Decree of the Head of the Malang Regency Culture and Tourism Office No. 556/561/KEP/421.108/2014 concerning the Determination of Tourism Villages in Malang Regency in 2014, which means that Pujon Kidul Tourism Village has been running for approximately 10 years. Currently, Pujon Kidul Tourism Village has become an independent tourism village. Of course, the success of Pujon Kidul Village so far is not far from the initial interests of the establishment of the tourist village, which influences whether the implementation can run smoothly or not. In line with Grindle's view quoted by Winarno (2007), implementation is generally supposed to create the linkages that allow policy objectives to materialize as a result of government activities.

Goal clarity and communication should go hand in hand with government decisions and implementation efforts (Abubakari et al., 2023). The Village Law is about building independence from a centralized and dependent society to an independent one. The instrument is to provide local authority, which is then given another instrument in the form of village funds. With the existence of village funds, the community is gradually gaining independence, both in the planning process and activities. From the government's statement, ranging from the ministry to the agency, the fundamental thing that drives the need for village policies in terms of community empowerment is carried out by the Pujon Kidul Village and becomes the initial interest in the establishment of a tourist village. The achievement of an independent village obtained by Pujon Kidul Village is also one proof that the village has been successful enough to empower its community.

Table 1. Village Development Index(IDM) Puion Kidul Tourism Village

| | (| | | | |
|-------------------------------------|--------------------------|---------|--|--|--|
| | Current IDM Score | 0,9068 | | | |
| | IDM Status | Mandiri | | | |
| | Minimum IDM Score | 0.8156 | | | |
| Source: Village Government of Pujon | | | | | |
| Kidul (2024) | | | | | |



The more benefits obtained from a policy, the more it can show that the policy positive impact has in its а implementation. The reason a policy must be implemented is that the policy contains great benefits and does not cause disadvantages (Wahab, 2014). These village tourism activities have had a positive impact on the village economy, including reducing unemployment among teenagers, where 80% of the workforce comes from young children. BUMDes are expected to direct their energies in a more productive direction. In addition to the economic impact, the tourism village also contributes to other sectors, such as health and infrastructure development, through paving and concrete rebate projects on the surrounding roads.

Policy implementation must begin setting goals, objectives, and with programs or activities designed from the start. This step is followed by the policy implementation stage, which refers to the policy content and implementation context (Grindle, 1980). From the presentation of data that has been revealed by several informants, the degree of change to be achieved is the importance of sustainable innovation in Pujon Kidul Tourism Village to support community welfare. То ensure that tourism development is sustainable, the village needs to revitalize. One of the key factors for the success of tourism village development is the awareness of tourism from the community. With the increased awareness and active participation of the local community, Pujon Kidul Tourism Village has great potential to become an attractive, sustainable destination, as well as being able to have a positive impact on the economic, social, and environmental fields.

| Tabe | el 2. Local Own-source Revenu | ıe |
|------|-------------------------------|----|
| | (PADes) | |
| - | | |

| () | | | | |
|------|-------|---------------|--|--|
| Year | Total | | | |
| 2017 | Rp | 162.500.000 | | |
| 2018 | Rp | 712.000.000 | | |
| 2019 | Rp | 1.756.000.000 | | |
| 2020 | Rp | 1.474.524.046 | | |
| 2021 | Rp | 833.761.986 | | |
| 2022 | Rp | 1.206.398.241 | | |
| 2023 | Rp | 960.887.504 | | |
| | | | | |

Source: Village Government of Pujon Kidul (2024)

Through viewing the resources as "capital assets," this framework allows rural communities to better capture the potential benefits of rural tourism based on sustainable development (Lin & Bestor, 2020). The existence of tourism villages indirectly has an impact on various sectors. The development of village tourism has an impact on various sectors. Starting from the economic sector with the addition of PADes. reducing unemployment and growing many more micro, small, and medium enterprises in the community. The increase in PADes also has an impact on the health sector by subsidizing BPJS Health payments. Village infrastructure has also developed due to road improvements for the tourist route. The presence of tourists also encourages the awareness of the Pujon Kidul Village community to improve their ability to communicate with customers or tourists.

The implementation of these tourism village programs uses budget resources from PAD and CSR funds from BRI. Based on the data obtained, the budget resources used by BUMDes in the implementation of this policy come from village fund capital participation. In addition to PAD, Pujon Kidul this year received CSR from BRI amounting to IDR 1



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billion, which greatly helped improve the village's tourism sector. The priority use of village funds is regulated by Village Minister Regulation No. 7/2021, where the funds are utilized for infrastructure and village development programs, including tourism.

Compliance and responsiveness are important in the policy implementation process. Grindle (1980) revealed that the level of compliance and responsiveness of the target group means how to keep the target group consistent and obedient to achieve the goals outlined in the policies that have been made. Based on the results of the research, the community's response to the existence of tourism villages is very diverse, with different perceptions among residents. Some are supportive, some feel normal, and some are happy with the presence of a tourist village. However, the BPD is wise in responding to these different views, as long as the main objective of developing a tourist village can be achieved optimally. One of the challenges faced bv the village government, BPD, and BUMDes is the inconsistency among residents, where some people openly express support for the tourism village but then show disapproval secretly. This obstacle arises though, from even an economic perspective, the community benefits significantly from the existence of a tourist village.

Principled engagement theory strengthens cross-sector cooperation in Pujon Kidul Tourism Village, where interactions include the principles of exchange, preparation, vigilance, communication, power sharing, and ongoing evaluation. Emerson, Nabatchi, & Balogh (2012:12) emphasize disclosure at the level of individuals and actors, primarily to build the continuous formation of shared meaning. This will

influence the process of joint discussion, in which deliberation is the hallmark of successful engagement.

Effective collaboration in Pujon Kidul Tourism Village involves careful preparation. significant exchanges. awareness interests, effective of communication, fair power distribution, and continuous evaluation. All actors, including BumDes, DISPARBUD, travel agencies, academics, the community, POKDARWIS, and BRI, actively participate in the collaboration process, having undergone thorough preparation. Academics conduct research to map tourism potential, while BumDes and POKDARWIS clearly understand their roles. Significant exchanges of ideas and through information occur village meetings, where strategies for tourism development and promotion are discussed, enabling relevant input from all parties. Awareness of diverse interests fosters openness in decision-making, ensuring decisions are well-considered and inclusive. Effective communication is maintained through regular discussions and evaluations, helping each actor understand their roles and the policy direction. Power and responsibilities are fairly, with distributed each actor complementing one another's roles in decision-making and implementation. Finally, ongoing evaluations are conducted to monitor program effectiveness and adapt strategies as needed, ensuring the sustainability of the collaboration.

Shared motivation emphasizes the interpersonal and relational elements of collaboration dynamics sometimes referred to as social capital. This component is initiated by the mobilization of shared principles, which is a mediumterm outcome. However, according to Huxham and Vangen in Emerson, Nabatchi & Balogh (2012), shared motivation also



strengthens and enhances the process of mobilizing shared principles. (Emerson et al., 2012)(2012:13) define co-motivation as a self-reinforcing cycle consisting of four mutually beneficial elements.

The research highlights that the success of collaboration in developing Pujon Kidul Tourism Village hinges on a shared agreement among actors regarding and interests. values, goals, Each participant recognizes that their contributions serve not only personal gain but also the broader objective of advancing the tourism village. BUMDes exemplifies by prioritizing shared motivation community engagement as a key measure of success rather than just financial outcomes like local revenue (PAD). This approach emphasizes active participation, with BUMDes understanding that effective collaboration requires direct involvement from the community, fostered through communication. open Civil society demonstrates shared motivation by fully supporting tourism initiatives, recognizing that their contributions will vield economic benefits for themselves. The agreement on values and objectives reflects strong collective motivation, with community members engaged in evaluation and village discussions, illustrating their shared responsibility for achieving common goals. Travel agencies and academics play vital roles in maintaining shared motivation through ongoing communication and clear role distribution, viewing collaboration as a non-hierarchical reciprocal, process focused on capacity building through training. POKDARWIS and BRI further exemplify how trust and personal connections among actors enhance collaboration. manifesting shared motivation in their joint commitment to support the tourism village's vision and

improve economic capacity through initiatives led by BRI.

The research indicates that the roles of actors in the collaboration at Pujon Kidul demonstrate their ability to work together towards agreed-upon goals. This collaborative capacity is shown through the integration of knowledge, resources, and expertise from various stakeholders, BUMDes, including the community, academics, BRI, and travel agencies. DISPARBUD of Malang Regency acts as a facilitator by providing training and supporting other tourism villages, though it requires more intensive training compared to Pujon Kidul, adjusting its approach according to each village's capacity. Academics contribute bv developing tools, such as a profit-and-loss dashboard using Microsoft Excel, which aids village financial management, addressing the community's limited IT skills. BRI supports the village through initiatives like business clusters and banking digitalization, helping the community adopt technology and enhance local economic capacity. The travel agency plays a key role in improving tourism service quality by training and certifying tour guides, which strengthens local human resource capacity and attracts more tourists. Effective communication among tourism actors is crucial for harmonizing efforts and achieving joint action. Overall, the collaboration in Pujon Kidul reflects an effective capacity for joint action, adapting to varying skills and resources among actors while fostering relationships for collective strong decision-making. Bv combining the abilities of various parties, the actors have successfullv built dynamic а and sustainable collaborative ecosystem that supports the shared goal of developing the tourism village. This underscores the importance of knowledge in collaboration,



as knowledge encompasses what is needed and sought after. According to Groff & Jones (in Emerson, Nabatchi, & Balogh, 2012:16), knowledge is а combination of information. understanding enhancing it. and capabilities. While knowledge leads to action, its distribution and utilization by actors are essential for effective collaboration.

Conclusion

The interests of both the implementers and target groups in the tourism village policy are well-aligned, resulting in no resistance to its implementation. This policy generates positive benefits for both parties. However, Pujon Kidul Tourism Village needs to develop a marketing strategy and revitalize its tourism potential to improve community welfare, following a decline in tourist numbers and local revenue (PAD). Policy decisions are made collaboratively through village meetings involving key stakeholders, including the village head, BPD, BUMDes, POKDARWIS, and other actors. The program implementation adheres to regulations, ensuring that all relevant parties involved are and participatory principles are effectively demonstrated. In terms of resources, human resources are expected to evolve into a tourism-conscious community, benefiting from strong internal support and minimal conflict, while non-human resources are supported through CSR initiatives and state budget contributions. factors reflect the These broader dimensions of policy implementation, which are influenced by both the content of the policy and the environment in which it is implemented, as noted by Grindle (1980).

In terms of power, the interests and strategies of the involved actors have

aligned well, avoiding conflicts of interest or resistance from target groups. The actors' authority and interests have effectively supported policv implementation, aided by strategic efforts to manage village potential and enhance Regarding marketing. institutional characteristics, the institutions in Pujon Kidul Tourism Village show inclusivity in decision-making, involving various local actors in policy formulation. The adaptive roles of BUMDes and the village government reflect their dynamic capacity to respond to challenges, particularly in maintaining sustainability. tourism However, in terms of compliance and responsiveness, while policy compliance community among the still needs improvement, with some resistance remaining, the village government has been responsive by creating new jobs and ensuring that the benefits of the tourism sector are shared among all stakeholders.

Principled engagement in Pujon Kidul Tourism Village strengthens crosscollaboration fostering sector bv interactions based on preparation, exchange, awareness, communication. power-sharing, and continuous evaluation. Shared motivation encourages stakeholders to actively participate in decision-making, take collective responsibility, and work synergistically toward the common goal of ensuring the success and sustainability of the village. Overall, the collaboration in Pujon Kidul reflects an effective capacity for joint action, characterized by the ability to adapt to differences in expertise and resources among actors and strong relationships that facilitate joint decisionmaking.

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