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**Abstract**

*This study aims to discover collaborative governance in managing sustainable tourism in Bajawa. This study uses phenomenology to find meaning that explores quantitative and qualitative research data. This research focuses on government collaboration divided into three processes: Dynamics of collaboration, collaborative actions, and their impact on tourism development. Data collection techniques are interviews, observations, and documentation to the government and tourism actors in 6 (six) sub-districts in Bajawa - Ngada, East Nusa Tenggara Province. The place is prioritized to have various tourist destinations, namely marine tourism, spiritual tourism, historical tourism, nature tourism, and others. Collaborate governance aims to see good collaboration between the government (cross-sectoral agencies), business actors, and the community around tourist destinations. The problem in this research is that there needs to be collaborative governance in sustainable tourism in Bajawa and seeing how the right strategy is in collaborated governance for sustainable tourism development in Bajawa City, East Nusa Tenggara.*

**Keywords:** Collaborate Governance,  
Sustainable Development  
Strategy



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## **Introduction**

In recent years, tourism in East Nusa Tenggara has experienced expansion and diversification into a rapidly growing business sector since the central government designated Labuan Bajo as one of the priority development areas in the tourism sector. Establishing Labuan Bajo as a super-priority tourist destination has positively impacted tourism development in all regions of East Nusa Tenggara, including the progress of tourism in Bajawa City, Ngada Regency, and NTT. The progress of tourism must be supported, and there must be cross-sectoral collaboration so that tourism can be sustainable. The concrete steps taken by the government are called Collaborative governance. Collaborative Governance is a series of arrangements in which one or more public institutions are directly involved in a formal, consensus-oriented policy-making process that aims to make policies together to achieve common progress (Retno Purwani Setyaningrum, 2022). Collaborative governance was built to involve all parties in sustainable tourism development, such as the government, private sector, and universities. The involvement of all relevant stakeholders in the tourism field will increase sustainable tourism development in Bajawa, Ngada Regency - NTT, by involving the community around tourism destinations. The community's involvement in the development and processing of tourism is an important factor because it is the community that understands and controls its territory (Willyan Lasano, Ali, Noch, Pattiasina, & Tamaela, 2021). Community participation is a must in any sustainable development. This statement is in line with the results of the study According to (Pitana, 2009) community empowerment is an effort or process to improve the ability of the community to surround tourist destinations. Can identify problems in their area, find potential, and analyze various strengths, weaknesses, opportunities, and threats, to plan various development programs.

Tourist visits, both local and foreign tourists to Bajawa have increased from 2017-2021, except for 2020, the number of tourist visits dropped to 11% due to the closure of flights from various cities to Bajawa due to the covid 19 pandemic (BPS Kota Kupang, 2022). In 2022, the number of tourist visits will increase to 30% due to the opening of flights from various areas in Indonesia. The same as the implementation of the CHSE program at tourist destinations provides a sense of comfort for tourists visiting tourist destinations, thus having an impact on increasing the income of local communities around tourist destinations and employment in various tourism business sectors. In the New Normal Era, people in tourist destinations must be empowered by utilizing local

knowledge and wisdom to become subjects in tourism development, such as providing local food that can be sold to tourists, accommodation, and transportation. Cooperation between the government, the private sector, and universities is very influential in developing community-based sustainable tourism. Community-based tourism or Community Based Tourism (CBT) must intersect with the four pillars: Government, the private sector, and the community, as well as universities in the form of collaborative governance.

Collaborative governance has the following criteria; (1) cooperation with the government, (2) cooperation with the private sector, and (3) community involvement in decision-making and not just as a service provider by a public agency (Patiran, Bonsapia, Tammubua, Noch, & Pattiasina, 2022). Collaborative governance, as a rule, that determines and enables the provision of publicly supported goods and services provide space for government with traditional structures and emerging forms of (public) and private decision-making bodies. Collaborative governance is a process that involves various agencies in achieving common goals. The description needs to explain in detail what types of organizations are involved in the process. Cooperation between organizations leads to mutually agreed goals by actualizing the capacity of each party with a common goal. Community participation is the most important component in efforts to grow independence and the empowerment process (Wicaksono, 2017). The government must involve the private sector in policy implementation, contributions of experts, and skilled workers, as well as donations of funds, tools, and technology, while the community is involved in the form of non-mobilization participation to obtain the desired development results (Wicaksono, 2017) Collaboration between the government, universities and the private sector, through collaborative governance will support the success of community-based sustainable tourism development in Bajawa, Ngada Regency, NTT (Badan Pusat Statistik, 2022).

Utilizing the tourism industry can positively impact the community and the government, such as creating new jobs, alleviating poverty, and increasing income for the local government and the community. The concrete steps taken are the development of community-based sustainable tourism, namely, utilizing various tourism destinations that have yet to be managed to create jobs for the community around tourist destinations. Tourism destinations in the Ngada district consist of a 17-island marine park in the Riung district, natural hot springs in the village of Soa, the tourist village of Bena village, Wolobobo hill, and spiritual tourism, etc. (Wicaksono, 2017). Partnerships

between the government, the private sector, and the community in developing and processing tourist destinations can reduce the unemployment rate in Ngada Regency because the development of the tourism sector can absorb labor for the community. The role of the private sector is not optimal without being supported by strategic steps taken by the government involving the public and the private sector.

Community-based sustainable tourism development (CBT) must adhere to the concept of Collaborative governance. With this concept, there will be cross-sectoral collaboration in tourism, which mutually supports sustainable community-based tourism development. Higher Education Institutions, together with the government and the private sector, must collaborate to increase tourism potential through culture and customs that can be packaged into a unique tourist attraction. It is an attraction for tourists visiting Bajawa because in Bajawa, there are many tours in the form of traditional villages that have the uniqueness of having a traditional village in NTT. Based on the results of research and Focus Group Discussion (FGD) conducted by researchers, the relationship between the government, universities, and the private sector in tourist destinations is currently not fully realized because there is no synchronization of cooperation programs in tourism development. The collaborative relationship between the government, universities, and the private sector in the form of government collaboration is a strong capital in sustainable tourism development in Bajawa, Ngada Regency. Community participation in sustainable tourism development is often hampered due to several factors, which include (1) natural factors, (2) cultural factors, and (3) low development access factors (Andjelicus, 2022).

Based on this background, collaborative governance is needed. It supports the development of community-based sustainable tourism in Bajawa-Ngada Regency because collaborative governance can unite the perceptions of the government (especially tourism agencies) and the private sector (hotels, restaurants, travel bureaus, universities, to equalize perceptions and partner to achieving sustainable, community-based tourism development goals. With Collaborative governance, communities can become subjects in tourism development. Tourism development is expected to positively impact the economy of communities around tourist destinations, which can also increase Regional Original Income (PAD). It is also explained by (Pattiasina, Bonsapia, Pattiran, & Tammubua, 2022) that Regional Original Income is a regional revenue from various regional revenue businesses to collect funds for the needs of the needs of the region concerned. In financing routine activities as well as regional development and others.

Based on the formulation of the problem that has been described, several questions can be arranged in the study what is the collaborative governance strategy for sustainable tourism development in Bajawa, Ngada Regency, NTT Province, What is the right strategy for tourism development based on collaborative governance in Bajawa, Ngada Regency, NTT Province. The purpose of this study is to gain a clear understanding of changes in water catchment land use in Bajawa City. The aim of this study collaborate governance strategy in sustainable tourism development in Bajawa, Ngada District, NTT Province. The right strategy for tourism development is based on collaborative governance in Bajawa, Ngada Regency, NTT Province.

## **Research Method**

### **Research Design**

This research uses a quantitative approach. The interview was conducted using the directed discussion method, whereby the information or data obtained could be obtained quickly. The research location is Bajawa, Ngada Regency, East Nusa Tenggara Province.

The sampling technique used in this study is Stratified Random Sampling because the population members are not homogeneous and are taken based on age, occupation, and education level. Sample size using a table for determining the number of samples at an error level of 1%, 5%, and 10% (Sugiyono, 2018) regarding determining the total population (N) = 162,299 people with an error level of 5 percent obtained 316 respondents.

### **Data and Sources Types**

Quantitative data is expressed in numbers or numbers, such as the number of respondents by gender, male and female, based on the respondent's age, level of education, and others. Qualitative data in this study were questionnaires, interview results, and field observations using nominal and likert scales. The data obtained, processed and analyzed quantitatively and qualitatively to describe the phenomena that occur in the development of community-based sustainable tourism. To analyze strategies in community-based sustainable tourism development, a SWOT analysis is carried out.

The source of data in this study is primary data which is a source of data obtained directly at the research location (Sugiyono, 2018). The data obtained by distributing questionnaires formulated in a structured, systematic way on the problem to allow the data obtained is data that have a high objectivity value following the knowledge and or

individual perceptions about the object of attitude (cognitive) due to knowledge or understanding, skills (skills) in dealing with the problem under study. Testing also uses information or information obtained by conducting in-depth interviews with respondents and collecting data through informants. Informants are considered competent and understand the roles of government, the private sector, social capital, and community participation. The informants in this study were the Ngada Regency Government, the Ngada Regency Tourism Office, Bapeda and BPS, as well as business actors in the tourism sector and organizations engaged in the tourism sector, such as Asita, PHRI, HPI and related stakeholders.

### **Population, Sample and Sampling Technique**

The population is all the data that is of concern in the scope and time we specify. According to (Sugiyono, 2018) a population is a generalized area consisting of objects or subjects that have certain quantities and characteristics determined by researchers to be studied and then draw conclusions. The population in this study is the Bajawa City community in six sub-districts around tourist destinations. The population in this study was 162,299 people (BPS, 2022) family heads in six sub-districts in Bajawa City, NTT Province.

The sample is part of the characteristics possessed by the population (Sugiyono, 2018). The sample is a sub-group that represents the population being studied. It is called sample research if we intend to generalize the results of sample research. Generalizing the sample raises research conclusions as something that applies to the population. The sample size used in the table for determining the number of samples at an error level of 1%, 5%, and 10% regarding the determination of the total population (N) = 162,299 people with an error level of 10%, namely 316 respondents.

### **Data Collection Methods**

The data collection technique was designed using a quantitative research approach, using additional qualitative information to complement the quantitative data. Data collection activities were carried out by conducting surveys and recording data through interviews, observation, and in-depth interviews guided by a list of questions as a guide in conducting interviews. The data collection method is carried out by: Observation techniques, Interview technique, In-depth interviews & Analysis of Strengths, Weaknesses, Opportunities and Treats (SWOT).

In addition to collecting data using a questionnaire to obtain accurate data at the research location, a SWOT analysis was also carried out to analyze the strengths,

weaknesses, threats, and opportunities for sustainable tourism development in Bajawa, Ngada Regency.

Assessment of respondents' answers for the SWOT analysis of indicators for each variable using a measurement scale of 1 to 5. To describe the average respondent's assessment of the variables in the study, the results of the respondents' answers were adjusted to a predetermined measurement scale design and then formulated into several class intervals.

## **Result and Discussions**

### **Overview of Bajawa City**

The late H. Nainawa, a traditional figure, and leader (who died at the age of 96 in 2015), said that the name Bajawa comes from "Bhajawa," the name of one of seven villages on the west side of Bajawa City. The seven villages called "Nua Limazua" are Bhajawa, Bongiso, Bokua, Boseka, Pigasina, Boripo and Wakomenge. Nua Limazua is an alliance of "ulu eko" known as "Ulu Atagae, Eko Tiwunitu."

Nua Bhajawa is the largest of the seven villages and is the residence of Djawatay as Zelfbertuurder or the first king, and Peamole as the second king. Maybe that's why the name Bhajawa is better known than the others and was used by the Dutch as the name of the government center of Onder Afdelling Ngada. Bhajawa later changed to Bajawa because of adjustments in pronunciation, especially for the Dutch, who could not speak the local language properly at that time.

From the etymological aspect, the word "Bhajawa" consists of "bha," which means plate, and "Jawa," which means peace. Jawa can mean the land of Java. So "Bhajawa" can mean a plate of peace. It can also mean a plate from Java, just like "Pigasina," a dish from China. The plains to the east of the seven villages, which later became the center of Bajawa city, were originally farm fields with many names such as "Mala," "Ngoraruma," "Syria," "Umamoni," "Padhawoli," "Ngedukelu" and others. The MBC parish church and presbytery area were named Surizia, the area where the office of the Regent, Mapolres and the old Regional Office was named Ngoraruma, and the Police Tangsi area was under another name and so on.

### **The Establishment of Bajawa Until Indonesian Independence (1908-1945)**

Bajawa was pioneered by the Dutch colonialists in 1907 under the leadership of Captain Christoffel. After controlling Larantuka and Sikka, the Dutch took military action to control the Ende, Ngada, and Manggarai regions. On August 10, 1907, Christoffel's

troops arrived in Ende and in only about two weeks, succeeded in defeating Rapo Oja from Woloare and Marilonga from Watunggere and controlling the Ende region. On August 27, 1907, Christoffel's troops began military aggression against the Ngada region. After the battles at Rowa, Sara, Mangulewa and Rakalaba on September 12, 1907, Bajawa surrendered. In Bajawa, Dutch troops occupied a location on the edge of the Waewoki river (nearby the current slaughterhouse) because it was near the Waemude spring as a source of drinking water. Within 3 months Christoffel's troops succeeded in controlling the entire Ngada region and then on December 10, 1907, the entire Manggarai area was controlled by him. After the Marilonga rebellion was put down in 1909, in 1910 the entire Flores region submitted to the Dutch Colonial Government.

The economic sector has continued to experience development since 2017 - 2021, which is higher than the rate of economic growth in NTT Province. The highest economic growth rate in Bajawa City shows that the productivity of economic sectors to produce goods and services is quite high. Additional investments and improvements in technology and the quality of human resources will increase productivity so that economic growth can increase.

### **Analysis of Strengths, Weaknesses, Opportunities and Treats (SWOT)**

In addition to collecting data using a questionnaire to obtain accurate data at the research location, a SWOT analysis was also carried out to analyze the strengths, weaknesses, threats, and opportunities for sustainable tourism development in Bajawa City, which is described in table below.

#### **Analysis of Respondents' Answers about collaborating governance on Community-Based Tourism Development**

No	Indicator	Average	Standard Deviation
1	Encouraging the community to develop a tourism business	3.06	1.293
2	Facilitate the development of tourism potential	3.19	1.225
3	Provide stimulus to the community	3.01	1.286
4	Provide moral and material assistance	3.23	1.321
	Government Role	3.12	1.152
5	Providing tourism services	3.45	1.152
6	Respond to community needs	3.41	1.284
7	Contribution to tourism promotion and marketing	3.38	1.264
8	Building infrastructure and human resources	3.45	1.218
	Private Role	3.42	1.114
9	Be honest and able to cooperate	3.95	0.882



No	Indicator	Average	Standard Deviation
10	Able to work with various parties	4.05	0.828
11	Have an understanding of shared values	4.00	0.879
12	Maintain norms and customs	4.01	0.827
	Social Capital	4.00	0.691
13	Created jobs from the tourism sector	3.69	1.105
14	The emergence of local community income	3.57	1.157
15	Improving the quality of life of the people because of tourism	3.26	1.250
16	Tourism organizations have been strengthened	3.13	1.274
17	The community actively participates in tourism development	3.26	1.176
18	Society has an important role in decision making	3.13	1.284
	Society Participation	3.34	0.982
19	Tourism processing provides economic benefits	3.93	0.880
20	Tourism development has a social impact	3.51	1.090
21	Tourism development still maintains the ecosystem	3.94	1.039
	<b>Sustainable Tourism Development</b>	<b>3.79</b>	<b>0.831</b>

Assessment of respondents' answers for the SWOT analysis of indicators for each variable using a measurement scale of 1 to 5. To describe the average respondent's assessment of the variables in the study, the results of the respondents' answers were adjusted to a predetermined measurement scale design and then formulated into several class intervals. The class interval formula is as follows;

$$\text{Class Interval} = \frac{\text{Highest score} - \text{the lowest score}}{\text{Total Class}}$$

$$\text{Class} = \frac{5 - 1}{5} = 0,8$$

From these class intervals, it can be seen that the value limits of each class are the basis for determining the average category of respondents' answers in the study.

1,00 – 1,80 = Very not good

1,81 – 2,60 = Not good

2,61 – 3,40 = Enough

3,41 – 4,20 = Good

4,21 – 5,00 = Very good

The SWOT analysis for all indicators can be explained in table below based on the categories of respondents' answers.

**SWOT Analysis of Collaborative Governance Strategies in Sustainable Tourism Development in Bajawa, Ngada Regency**

<b>Internal Environment</b>	
<b><i>Strength-S</i></b>	<b><i>Weaknesses-W</i></b>
<ol style="list-style-type: none"> <li>1. 1. Social capital, rules, and norms are still maintained in society.</li> <li>2. 2. Local communities can work together with the private sector and the government in tourism development.</li> <li>3. 3. There is an increase in the quality of life of the community around tourist destinations due to tourism activities</li> <li>4. 4. There are various customs, tribes, and cultures in society, which are strengths in packaging tourism. In Bajawa City, it has become cultural tourism.</li> <li>5. 5. many tourist destinations, such as nature, culture, and customs, can be developed to create jobs for the community.</li> </ol>	<ol style="list-style-type: none"> <li>1. 1. Low public understanding of the importance of tourism.</li> <li>2. 2. Traditional leaders or community leaders have not optimally facilitated community development of tourism potential.</li> <li>3. 3. Low community creativity</li> <li>4. 4. The norms adopted by the community will shift with the entry of foreign cultures, which will have an impact on people's lifestyles</li> <li>5. 5. The strengthening of local organizations in the field of tourism in the community is not yet optimal</li> <li>6. 6. Low community participation in sustainable tourism development.</li> </ol>
<b>External Environment</b>	
<b><i>Opportunities-O</i></b>	<b><i>Threats-T</i></b>
<ol style="list-style-type: none"> <li>1. 1. There is a provision of accessibility by investors/private parties with the development of tourism facilities such as hotels, restaurants, malls, and other supporting facilities</li> <li>2. 2. Good political stability in the City of Bajawa, thus attracting private interests to invest in various business fields.</li> <li>3. 3. Bajawa City is the capital of Kab. Ngada</li> <li>4. 4. It is the entry point for various regions that will visit various cities in NTT</li> </ol>	<ol style="list-style-type: none"> <li>1. 1. Lack of private contribution in helping the community and government promote tourism.</li> <li>2. 2. The uneven development of facilities and infrastructure in several tourist destinations.</li> <li>3. 3. The role of the government and the private sector is still low in fostering community human resources around tourist destinations.</li> <li>4. 4. There is no synergy between the bureaucracy and the private sector in the development of sustainable tourism in Bajawa City.</li> </ol>

Furthermore, a SWOT analysis can be carried out according to strengths, weaknesses, opportunities, and threats. The strategy undertaken is to produce four alternative strategies, namely alternative SO strategies (creating strategies that use Strengths to take advantage of Opportunities), WO strategies (creating strategies that minimize Weaknesses to take advantage of Opportunities), ST strategies which to create

a strategy using strengths to overcome threats and WT strategies (strategies that minimize weaknesses and avoid threats).

#### 1. SO Strategy (Strengths and Opportunities)

The SO strategy is a strategy that optimizes strengths to take advantage of opportunities, an alternative SO strategy is to build and improve accessibility in tourist destinations so that tourist destinations are more attractive and in demand by tourists.

##### a) Establish tourism accommodation

Accommodation is a temporary home to rest when tourists are tired during their trip. Accommodation includes hotels, inns, and villas with comfort and good service. The accommodation that must be developed in Bajawa City is home stay, so that people around tourist destinations can benefit from tourist visits to their area.

##### b) Developing Tourist Attractions

Tourist attractions can bring in as many tourists as possible, hold them at the attractions for quite a long time, and provide satisfaction to tourists who visit (Ernawati, 2018). For tourist attractions apart from those provided by nature, it is necessary to build tourism companion attractions so that the atmosphere and conditions of the tourist objects are not boring. Tourist attractions must be built around tourist destinations in Bajawa City such as flying fox, fishing spots, children's playgrounds, and cultural attractions.

##### c) Organize and build tourism accessibility

Accessibility is a factor that can make it easy for tourists to visit tourist destinations such as airports, ports, roads, and bridges. Based on the results of interviews and research site surveys, road access is sufficient to reach tourist sites, but in several destinations such as Soa Hot Springs, Traditional Villages in Bena, National Parks in Riung, and several other tourist destinations, they do not have lighting. This is a weakness if tourists visit tourist attractions at night. For this reason, a strategy is needed to take advantage of existing opportunities to deal with weaknesses in tourist destinations in Bajawa City. Good lighting at tourist sites greatly influences the comfort and safety of tourists.

#### 2. WO strategy

The WO (Weaknesses and Opportunities) strategy is a strategy to minimize weaknesses by taking advantage of opportunities, namely;

- a) Increase accessibility to tourist destination locations.
  - b) Formation of BUMDES and tourism awareness groups.
  - c) Implementing Sabta Pesona, which has seven elements, can increase tourism competitiveness in Bajawa City.
3. ST Strategy (*Strength and Treats*)
- That is strategy that uses strength to overcome threats is to optimize the natural potential and uniqueness of tourist objects in Bajawa City.
- a) Development and construction of tourist objects by implementing CHSE in all tourist destinations.
  - b) Increasing the right synergy with all relevant Stakeholders in sustainable tourism development in the City of Bajawa.
4. WT Strategy (Weaknesses and Threats), which is a strategy that minimizes Weaknesses and avoids Threats are;
- a) Improving the quality of professional workers in the field of tourism by carrying out compensation certification for tourism business actors.
  - b) Strengthening tourism institutions so that the community can be directly involved in tourism development.

## Conclusion

Based on what has been presented above, it is concluded several points as follows.

1. The old city area has at least 12 (twelve) objects in the form of historical sites that have the potential to be used as historical tourist destinations. However, currently, most of them are in an unkempt condition.
2. Based on the results of data analysis and plotting of X and Y coordinates on the Cartesian diagram, it is known that the position of the historical site of the Kota Lama area is located in quadrant I (first); this means that the strategy that must be implemented in its development is an aggressive strategy with an emphasis on structuring efforts for growth.
3. An aggressive strategy must be the main long-term strategy in the historical site development program in the Kota Lama area.

## Recommendation

Based on what has been presented above, it is recommendation several points as follows.

1. It is necessary to immediately prepare a technical document in the form of a Master Plan for the Development of Historical Tourism for the City of Bajawa, and/or the Old Town Area, and then issue a Regional Regulation and/or Mayor Regulation.
2. It is necessary to immediately carry out efforts to preserve the site through preservation and/or conservation and/or restoration activities.
3. The central government, the provincial government of East Nusa Tenggara, the government of Ngada Regency, the legislature at the provincial and Ngada Regency levels, the private sector, the community, and all relevant stakeholders must work together in making efforts to organize and develop historical tourism objects in Bajawa City, and/or Old City Area.
4. There is a need for a Technical Implementation Unit (UPT) at the Tourism Office of Ngada Regency which specifically manages historical tourism objects in Bajawa City.

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