

Development of Tourism Village Potential in the Perspective of Reinventing Government in Kesiman Kertalangu Village, East Denpasar District, Denpasar City

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ABSTRACT

This research analyzes the development of tourism village potential through the perspective of reinventing government in Kesiman Kertalangu Village, East Denpasar District, Denpasar City. The research aims to determine the application of the principles of reinventing government in the development of tourism villages and identify supporting and inhibiting factors in its implementation. The research method uses a descriptive qualitative approach with in-depth interview techniques, observations, and documentation studies. The research informants include the Village Head, Village Secretary, BUMDES managers, and the community. The results of the study show that of the 10 principles of reinventing government, 9 principles have been well implemented, namely catalytic government, community-owned, competitive, results-oriented, customer-oriented, entrepreneurial, anticipatory, decentralized, and market-oriented. One principle that is not optimal is mission-oriented government because the budget system is still bound by the bureaucracy of the APBDes. Supporting factors include unique natural potential, strong leadership, and village government support. The inhibiting factors are the limitation of professional human resources, budget dependence on village funds, and lack of private investment. This tourist village has succeeded in increasing the village's PAD and creating jobs for the local community.

KEYWORDS



Reinventing Government; Tourism Village; Potential Development; Community Empowerment; Tourism

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INTRODUCTION

Tourism has become one of the most important economic sectors in the world with a contribution to the global Gross Domestic Product (GDP) reaching 10.4% and providing 319 million jobs or equivalent to 1 in 10 jobs in the world (World Tourism Organization, 2019). The tourism sector has undergone a significant transformation after the COVID-19 pandemic, where the trend of sustainable and local community-based tourism is getting stronger (Adnyana & Primasari, 2020; Henseler et al., 2022; Khalid et al., 2021; Leal Filho, 2022; Uyar et al., 2023). The World Tourism Organization (2021) reported a change in tourists' preferences that value authentic experiences, interaction with local communities, and concern for environmental sustainability. This phenomenon creates a great opportunity for the development of tourist villages as a sustainable alternative to mass tourism.

However, the development of tourist villages in developing countries faces complex challenges. The United Nations World Tourism Organization (UNWTO) report in 2020 identified key problems including the limitation of competent human resources, weak infrastructure, lack of access to capital, and lack of professional management capacity at the village level. In Southeast Asia, only 30% of tourism villages have managed to achieve long-term economic sustainability, while the other 70% have stagnated or even regressed due to suboptimal management (Asian Development Bank, 2019). This global problem demands an

innovative approach in tourism village management that can integrate the principles of modern governance with local wisdom.

Indonesia as an archipelagic country with 83,931 villages has extraordinary potential for the development of tourist villages (Central Statistics Agency, 2023). However, of the approximately 1,734 tourist villages that have been designated by the Ministry of Tourism and Creative Economy, only 25% have managed to achieve an adequate level of tourist visits for economic sustainability. The specific problems faced include: first, weak coordination between stakeholders in the management of tourist villages; second, the limited capacity of human resources in tourism management; third, high dependence on government funding without diversification of financing sources; and fourth, the lack of innovation in the development of competitive tourism products (Ministry of Tourism and Creative Economy, 2022).

Bali Province as Indonesia's main tourism destination faces special challenges in the development of tourist villages amid the dominance of mass tourism. Data from the Central Statistics Agency of Bali Province (2023) shows that after the COVID-19 pandemic, domestic tourist visits reached 8.2 million and foreign tourists reached 3.1 million in 2023. However, the distribution of tourism economic benefits is still concentrated in the Badung and Gianyar areas, while other areas such as Denpasar City have not optimally utilized the potential of their tourist villages. This phenomenon creates economic disparities between regions and encourages urbanization that threatens the cultural and environmental preservation of villages.

Kesiman Kertalangu Village in East Denpasar District, Denpasar City, is an interesting case because it has succeeded in developing a unique educational tourism village in the middle of an urban environment. Based on the Decree of the Mayor of Denpasar Number 25 of 2008, this village was designated as a cultural village and then developed into an educational tourism village with the concept of traditional Balinese agricultural tourism. The uniqueness of this tourist village lies in the integration of 80 hectares of agricultural land as an educational tourism area for the TeBa Majelangu subak, which presents an authentic experience of farming, traditional farming, and the preservation of Balinese agricultural culture. A brilliant achievement was achieved by penetrating the top 10 national-level tourism village competitions in 9th place in 2022, proving the effectiveness of the applied management model.

The urgency of this research arises from the need to understand the factors that drive the success of tourism village development in Kesiman Kertalangu Village, especially in the context of the application of modern governance principles. The success of this tourism village in increasing the Village Original Income (PAD) from IDR 125 million in 2021 to IDR 215.8 million in 2023, as well as the creation of 13 permanent jobs and dozens of non-permanent jobs, shows the great potential of a management model that can be replicated in other villages. In addition, the ability of this tourism village to survive and even develop in the midst of the COVID-19 pandemic shows the resilience of business models that need to be studied in depth.

Several relevant studies have examined the development of tourism villages from various perspectives. Andhita et al. (2020) analyzed the development of tourism villages based on collaborative governance in Batu City, finding that multi-stakeholder collaboration is the key to the success of tourism village development. Satriajaya's research (2018) on reinventing village government in village budgeting shows the importance of village governance transformation to achieve good village governance. Meanwhile, Hasan et al. (2019) examined the governance of Village-Owned Enterprises (BUMDes) from the perspective of reinventing

government, finding that the application of 10 reinventing government concepts was proven to improve the performance of BUMDes even with different naming.

Wijayanto and Suryono's (2013) research on the development of tourism potential in the perspective of reinventing government at the Lamongan Regency Culture and Tourism Office found an implementation suitability rate of 80% of the 10 principles of reinventing government. Apriyanto et al. (2023) developed a reinventing government model to achieve good government governance, emphasizing the importance of governance and service excellence in improving government performance. These studies provide a strong theoretical and empirical basis for analyzing the development of tourist villages from the perspective of reinventing government.

The novelty of this research lies in three main aspects. First, this study is the first study to analyze the development of traditional agriculture-based educational tourism villages from the perspective of reinventing government in Indonesia. Second, this study develops a comprehensive analytical framework that integrates the 10 principles of reinventing government with the unique characteristics of BUMDes-based tourism village management. Third, this research produces a model of tourism village development that can be replicated in other villages with similar geographical and socioeconomic conditions, especially villages in peri-urban areas that face pressure of land use change.

Based on the conditions and urgency that have been described, this study aims to: (1) analyze the implementation of 10 principles of reinventing government in the development of tourism village potential in Kesiman Kertalangu Village; and (2) identify the supporting and inhibiting factors faced in implementing Reinventing Government for the development of tourism village potential. The academic benefit of this research is that it contributes to the development of public administration theory in the context of tourism village management and becomes a reference for future research. The practical benefit is to provide policy recommendations for the sustainable development of tourism villages and can be used as a model of best practice for other villages.

The implications of this research are expected to provide guidance for village governments in applying modern governance principles to optimize local tourism potential. For local governments, this research can be a reference in the preparation of tourism village development policies that are integrated with regional development plans. More broadly, this research is expected to contribute to the achievement of the Sustainable Development Goals (SDGs), specifically goal 8 on sustainable economic growth, goal 11 on sustainable communities and cities, and goal 17 on partnerships to achieve sustainable development goals.

METHOD

This research uses a qualitative approach with an exploratory descriptive research type. The location of the research is in Kesiman Kertalangu Village, East Denpasar District, Denpasar City. The selection of the location is based on the consideration that this tourist village has been able to compete at the national level and has a unique tourism village development program innovation.

The research informants were selected using purposive sampling, consisting of the Head of the Denpasar City Tourism Office, the Head of Kesiman Kertalangu Village, the Village Secretary, the Chairman of the Tourism Village Management, the Tourism Awareness Group,

the community around the tourist attraction, and the Head of the Kesiman Kertalangu BUMDES.

Data collection techniques used in-depth interviews, observations, and documentation studies. Data validity testing is carried out through technical triangulation, data source triangulation, and observation diligence. Data analysis uses the Miles and Huberman model with stages of data reduction, data presentation, and conclusion drawn.

RESULT AND DISCUSSION

Overview of Kesiman Kertalangu Tourism Village

Kesiman Kertalangu Village is located in East Denpasar District with an area of 405 hectares and a population of 18,784 people. This village has a long history as the center of the Majalangu Kingdom in the 14th century and has been designated as a cultural village through the Decree of the Mayor of Denpasar Number 25 of 2008. The development of the tourism village began in 2019 with the concept of educational tourism subak TeBa Majelangu which utilizes 80 hectares of agricultural land as a learning and recreation area.



Figure 1. Educational Tourism in Kesiman Tourism Village, Kertalangu

Source: Facebook TeBa Majelangu Kesiman Kertalangu

Educational tourism activities show children and visitors learning to grow crops and interact with livestock in a green rice field area with the background of traditional bamboo buildings] (This image shows educational tourism activities in TeBa Majelangu with visitors learning traditional Balinese agricultural techniques)

This tourist village is managed by BUMDES Kerta Sari Utama as a business unit involving 13 permanent employees and dozens of non-permanent employees. The management organizational structure consists of tourism village unit managers, education coordinators, guides, and operational personnel who all come from local villagers. The TeBa Majelangu philosophy combines the meanings of "TeBa" (backyard in Balinese) and "Majelangu" (the name of an ancient kingdom), which is also holistically an abbreviation for "Place of Learning of Nature".



Figure 2. Organizational Structure of the Kesiman Kertalangu Village Government
Source: Profile of Kesiman Kertalangu Village in 2023

Implementation of 10 Principles of Reinventing Government in the Development of Tourism Villages

Based on an in-depth analysis of the management of the Kesiman Kertalangu tourism village, the implementation of the 10 principles of reinventing government can be explained as follows:

1. Pemerintahan Katalis (Steering Rather than Rowing)

The Kesiman Kertalangu Village Government plays a catalyst by developing a master plan for the development of tourist villages for the 2020-2028 period. The Village Head as the main initiator carries out strategic planning starting from land rental, environmentally friendly bamboo-based architectural design, to the construction of educational facilities. The village government provides initial capital of Rp 2.1 billion for basic infrastructure development, then handing over operational management to BUMDES.



Figure 3. Kesiman Kertalangu Tourism Village Development Masterplan for 2020-2028
Source: Profile of Kesiman Kertalangu Village in 2023

The supporting regulations were issued through the Kesiman Kertalangu Village Prebekel Regulation Number 7 of 2019 concerning Subak Teba Majelangu Educational Tourism which regulates the purpose of formation, organizational structure, cooperation with BUMDES, prohibitions for visitors and managers, as well as a 30% gross profit sharing mechanism for village PAD. This approach reflects the government's role as a strategic policy director while providing operational space to managers.

Table 1. Implementation of the Tourism Village Development Masterplan for 2020-2024

Year	Development Programs	Budget (Rp)	Status
2020	Development of TeBa Majelangu	850.000.000	Finish
2021	Jogging Track & Gazebo	320.000.000	Finish
2022	Museum Subak Mini	180.000.000	Finish
2023	Bale Wantilan & Stage	450.000.000	Finish
2024	Website & Reservation System	75.000.000	Finish

Source: Kesiman Kertalangu Village Government Annual Report (2024)

2. Community-Owned Government

The implementation of this principle can be seen from the active involvement of the community in all stages of tourism village development. All 13 permanent employees and 25 non-permanent employees come from local villagers who are recruited based on interest and commitment, rather than through a formal recruitment system. A flexible time policy is implemented where employees can choose working hours according to their needs as long as they meet 8 hours of work per day.

Community participation was also seen in the Majelangu TeBa Festival which involved kindergarten to high school students and their parents. Farmer groups are given the responsibility of keeping the tourist area clean in exchange for a monthly salary, while local farmers are given the opportunity to sell their garden products to visitors. The allocation of

10% of BUMDES' net profit as a social fund for people in need shows a commitment to community empowerment.

3. Competitive Government

The tourism village developed 11 diverse tour packages to compete with other destinations in Denpasar, especially Sanur as the main competitor. The competitive advantage lies in the unique concept of Balinese traditional agricultural educational tourism that other destinations do not have. The packages offered include: general admission tickets, education packages for various levels of education, outbound packages, camping packages, yoga packages, agricultural education packages for foreign tourists, and meeting packages for corporates.

Table 2. Denpasar City Tourist Visit Data in 2023-2024

Tourist Destinations	Number of Visitors 2023	Number of Visitors 2024	Growth (%)
São Paulo	285.420	312.850	9,6
TeBa Majelangu	147.070	168.500	14,6
Bajra Sandhi	125.600	135.200	7,6
Mertasari Beach	98.350	108.750	10,6

Source: Denpasar City Tourism Office Statistical Report (2024)

The reward system is implemented with an annual profit target of IDR 150 million, where employees get bonuses when the target is achieved. Sustainable innovation is carried out through collaboration with local stalls (Pondok Bawang, Pizza, Laklak Bali) and glamping development plans to increase competitiveness.

4. Mission-Driven Government

The Village Head's vision of "Making Kesiman Kertalangu Village Safe, Clean, and Cultured" with the 9th mission "Making Kesiman Kertalangu Village a Tourist Destination" has been realized through the development of tourist villages. However, the implementation of this principle faces budget system constraints that are still bound by the bureaucracy of the APBDes. Innovation and development that requires funds above Rp 10 million must go through a musrenbang and village budgeting process that takes many years.

These limitations cause the response to customer needs to be slow. For example, complaints about the lack of toilets and bathrooms for camping packages cannot be addressed immediately because they are waiting for the village budget to be liquidated. Although BUMDES has a bailout fund, this system does not provide full flexibility for employees to achieve the organization's mission effectively and efficiently.

5. Results-Oriented Government

The annual profit target is set at IDR 150 million and has been successfully achieved and even exceeded every year. A results-based financing and reward system will be implemented starting in 2024 with annual bonuses for employees who achieve the target. The achievements of tourism villages are evident from various awards: Bronze Category Tourism Village from the Bali Provincial Tourism Office (2017), BUMDes Development Appreciation from the

Ministry of Villages (2020), Nusantara Tourism Village Competition Ranked 9th at the National Level (2022), and the Inspirational BUMDes Award in the National Unique and Innovative Category (2023).

Table 3. Development of Tourism Village Profits and Income in 2021-2024

Year	Gross Income (Rp)	Net Profit (Rp)	Profit Target (Rp)	Achievements (%)
2021	425.000.000	85.000.000	75.000.000	113,3
2022	628.250.000	125.650.000	100.000.000	125,7
2023	735.350.000	147.070.000	125.000.000	117,7
2024	842.500.000	168.500.000	150.000.000	112,3

Source: BUMDES Kerta Sari Utama Financial Audit Report (2024)

The contribution to the village PAD reached IDR 215,856,000 in 2023, showing the real results of the development of tourist villages. Consistent revenue increases prove the effectiveness of implementing results-oriented principles.

6. Customer-Driven Government

Facilities continue to be developed based on the needs of visitors, including an educational area with animal cages (cows, goats, ducks, chickens, rabbits), a mini subak museum, a tegik poh stall for cooking classes, an organic seed house, and supporting facilities such as toilets, parking, and performance stages. The online reservation website will be launched in 2024 to make it easier to book tickets.

Although there are no formal customer satisfaction surveys, visitor complaints are always followed up immediately. For example, the addition of bale wantilan as a rest area and the construction of a stage for performance activities based on visitor input. The development of 11 diverse tour packages is also a response to the needs of different market segments, from early childhood education to corporate.

7. Entrepreneurial Government

The village government plays the role of an entrepreneur by providing sustainable capital and creating a business ecosystem. The construction of 4 stalls for local traders, cooperation with 3 stalls in the tourist area, and providing opportunities for farmers to sell garden products create an economic multiplier effect. The profit-sharing system of 30% gross profit for village PAD and 70% for BUMDES development shows an entrepreneurial approach in management.

Diversification of sources of income is carried out through various BUMDES business units: tourist villages, BUMDES shops, parking, and waste transportation. The allocation of BUMDES net profit consists of 40% for village PAD, 10% of community social funds, and 50% of profits held for business development. This approach allows for sustainable reinvestment without relying entirely on village funds.

8. Anticipatory Government

The village government identified the main threat in the form of conversion of agricultural land into housing and prepared preventive regulations. Village Regulations on the boundaries of protected green areas are supported by top-level regulations: Law Number 26 of

2007 concerning Spatial Planning and Regional Regulation Number 27 of 2011 concerning Spatial Planning of the City of Denpasar.

Anticipation of other problems is carried out through cooperation with farmer groups to keep the land productive, the provision of rotating cow seeds every year, and the provision of free sacrificial meat during Galungan and Kuningan. The HR training program is routinely carried out in collaboration with the Denpasar City Tourism Office and universities to improve language skills, tourism knowledge, and digital technology.

9. Decentralized Government

Management authority is fully handed over to BUMDES with a clear organizational structure. The manager of the tourism village unit has daily operational responsibilities with monthly reporting to the Director of BUMDES. Decision-making is carried out in stages according to the authority: operational decisions by unit managers, investment decisions below Rp 10 million by BUMDES, and above Rp 10 million through the village government.



Figure 4. Organizational Structure of BUMDES Kerta Sari Utama

Source: Profile of Bumdes Kerta Sari Utama in 2023

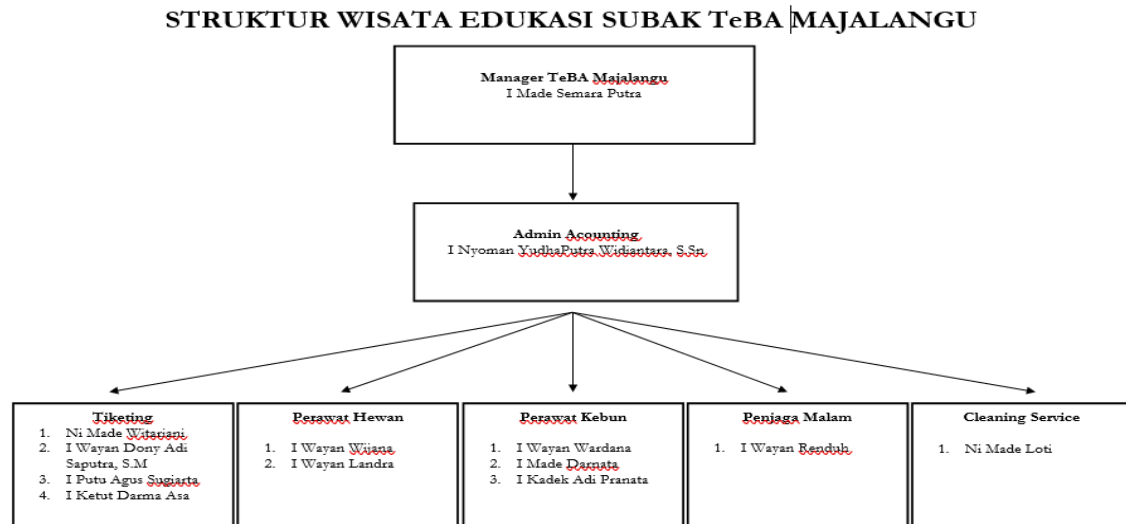


Figure 5. Organizational Structure of Subak Teba Majalangu Tourism Village
Source: Profile of Subak Teba Majalangu Educational Tourism Village in 2024

However, financial decentralization is not optimal because fund management is still centralized in BUMDES by providing petty cash of Rp 2 million per day to tourism village units. This policy was taken due to insufficient human resource capacity considerations and concerns about misuse of funds if financial decentralization is fully implemented.

10. Market-Oriented Government

The government plays the role of a market facilitator by providing road access infrastructure, parking lots, and entrepreneurial places. Giving farmers the opportunity to sell their garden products directly to visitors creates a mutually beneficial local market. Cooperation with local stalls and homestays around tourist villages for agricultural education packages shows a market-oriented approach.

Competitive pricing compared to other destinations, development of tour packages according to market segmentation, and promotion through social media and cooperation with travel agents reflect an understanding of market mechanisms. The government also facilitates business management training for local traders to improve the quality of products and services.

Analysis of Supporting and Inhibiting Factors

Supporting Internal Factors:

- 1. Unique Natural Potential:** 80 hectares of farmland in the middle of the city gives its own attraction as a "green oasis" in the city of Denpasar. The concept of Balinese traditional agricultural educational tourism with a deep spiritual philosophy is a competitive differentiator.
- 2. Transformational Leadership:** Village Head I Made Suena, ST as the initiator and advisor of BUMDES has a clear vision for the development of sustainable tourism villages. The ability to build partnerships with various parties and long-term investment commitments are key success factors.

3. **Sustainable Budget Support:** The allocation of village funds for infrastructure development averages IDR 400 million per year to enable sustainable facility improvements. A profit-sharing system that benefits all parties creates incentives for sustainable development.

Internal Inhibiting Factors:

1. **Limited Professional Human Resources:** Lack of professional tourism management skills, foreign language skills, and financial management cause operations to be not optimal. The employee turnover rate is high because salaries have not reached the Denpasar City UMR.
2. **Budget Dependency:** Reliance on village funds for infrastructure development leads to a slow response to market needs. The long bureaucratic process of the APBDes hinders the implementation of innovation.
3. **Unprofessional Work System:** The application of flexible time and informal recruitment has led to inconsistent operational standards. Financial management that has not been decentralized hinders the flexibility of tourism village units.

Supporting External Factors:

1. **Educational Tourism Trends:** Increasing awareness among urban people about the importance of connection with nature supports the growth of the educational tourism segment. The growing trend of agrotourism and eco-tourism provides a great market opportunity.
2. **Regional Government Support:** Routine training programs from the Denpasar City Tourism Office and promotional support in regional tourism events strengthen the position of tourist villages.
3. **Strategic Location:** The distance of 8 km from the center of Denpasar City with easy accessibility through various modes of transportation is a competitive advantage.

External Inhibitory Factors:

1. **Established Destination Competition:** Competition with Sanur which has high brand awareness and complete facilities requires the right positioning strategy.
2. **Threat of Land Conversion:** The pressure of housing development in peri-urban areas threatens the preservation of agricultural land which is the main asset of tourist villages.
3. **Lack of Private Investment:** The limitations of partnership schemes with private investors lead to limited development in the financial capabilities of village governments and BUMDES.

Reinventing Government Implementation Conformity Matrix

Table 4. Implementation Matrix of 10 Principles of Reinventing Government

Yes	The Principle of Reinventing Government	Implementation	Compatibility Level	Information
1	Catalyst Government	✓	Tall	Masterplan clear, complete regulation
2	Community-Owned Government	✓	Tall	Active participation, local empowerment

3	Competitive Governance	✓	Tall	Product diversification, reward system
4	Mission-Oriented Government	✗	Low	Constrained budget bureaucracy
5	Results-Oriented Governance	✓	Tall	Target achieved, national achievement
6	Customer-Oriented Government	✓	Keep	Adequate facilities, need a formal survey
7	Entrepreneurial Government	✓	Tall	Business diversification, optimal profit sharing
8	Anticipatory Government	✓	Tall	Preventive regulations, training programs
9	Decentralized Government	✓	Keep	The structure is clear, the finances are not optimal
10	Market-Oriented Government	✓	Tall	Market facilities, competitive prices

Source: Primary Data Analysis (2024)

The implementation conformity rate reached 90% with 9 principles implemented well and 1 principle (mission-oriented) that was not optimal. These results show the effectiveness of the application of the concept of reinventing government in the development of tourist villages, although there is still room for improvement in aspects of budget flexibility and financial decentralization.

CONCLUSION

Research shows that the development of tourism village potential in Kesiman Kertalangu Village has implemented 9 out of 10 principles of reinventing government with a 90% suitability rate. The success of the implementation is shown by the increase in tourist visits, the contribution of village PAD, and the creation of jobs. The main supporting factors are the unique natural potential, transformational leadership, and village government support. Inhibiting factors include limited professional human resources, budget dependence on village funds, and lack of private investment. For optimization, public-private partnership cooperation, human resource capacity building, and more flexible budget system reform are needed to support innovation in sustainable tourism village development.

To further optimize tourism village development, it is recommended to enhance human resource capacity through training programs in tourism management and foreign languages. Diversifying funding sources by encouraging private sector partnerships and investment would reduce budget dependency. Improving budget flexibility would enable faster responses to market demands, while strengthening community engagement would ensure sustainable participation in tourism activities. Implementing these strategies will help replicate the success of Kesiman Kertalangu in other villages while addressing existing limitations.

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