

Analysis of The Urgency of The Need for Regent Regulations on Tourism Awareness Groups (Case Study of Bogor Regency)

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ABSTRACT

To implement community-based tourism, it is necessary to regulate the role of the community in the form of tourism awareness groups to improve the position and role of the community as an important subject or actor in tourism development and can synergize and partner with relevant stakeholders in improving the quality of tourism development in an area. Seeing the great potential possessed by Bogor Regency and the importance of the role of the Tourism Awareness Group as an implementer of conscious tourism, regulations are needed as legal certainty and guidelines for the Regional Government, Tourism Awareness Group, and the Community in the implementation and development of tourism in Bogor Regency. The type of research used is qualitative. The purpose of this study was to identify the role and contribution played by tourism awareness groups (Pokdarwis) in tourism development in Bogor Regency. The research method used in this study is qualitative. The results showed that the Regulation on Tourism Awareness Groups in Bogor Regency specifically does not yet exist. On the other hand, the existence of the Tourism Awareness Group has a major role in supporting a conducive climate for tourism growth, so it is considered necessary to establish a Regent Regulation on Tourism Aware Groups.

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1. Introduction

Law Number 6 of 2014 concerning Villages states that villages in the implementation of the lowest government system have the right and obligation to regulate and manage government affairs, the interests of local communities based on community initiatives, rights of origin, and/or traditional rights that are recognized and respected in the system of the Republic of Indonesia (Timotius, 2018); (Sari, 2020). This also applies to the tourism sector. Tourism today has grown rapidly not only at the local level but at the regional and global levels. Tourism in many countries shows a tendency to become a mainstay sector, especially in generating foreign exchange increasing local income, and encouraging people's income (Harefa, 2020). In the context of overall development, tourism is not the

final goal but is one of the tools to achieve community welfare so tourism development needs to be planned in a directed and phased manner with clear targets (Sulistiyadi, Eddyono, & Entas, 2021).

Strengthening the tourism sector itself is one part of national strengthening aimed at strengthening a region. Strengthening the tourism sector was chosen because it has the potential to improve the economy of the State of Indonesia. This is in line with the Regulation of the Minister of Tourism and Creative Economy of the Republic of Indonesia Number 11 of 2022 concerning the Strategic Plan of the Ministry of Tourism and Creative Economy / Tourism and Creative Economy Agency for 2020-2024 stated that the real contribution of the tourism sector makes this sector have a strategic position in various development policies, especially for the Indonesian state which has tourism assets to be strengthened and empowered as pillars of the country's economy.

Tourism Awareness Group (POKDARWIS) is one component in the community that has an important role and contribution to the development of tourism in its area According to Andiani & Widyastini, (2017) Tourism awareness group (pokdarwis), one of the alternatives to tourism development related to tourism awareness campaigns. The development of archipelago tourism is carried out by tourism awareness groups (pokdarwis) through various activities, including community development through self-help groups and community self-initiative which functions as a driver of tourism development (Fansuri, 2020). Pokdarwis is one of the stakeholders from the community who certainly optimize managing the potential of natural and cultural wealth owned by an area to become a tourist destination (Purwanti, 2019); (Sholeha, 2022); (Zitri, 2022).

In the Regulation of the Minister of Culture and Tourism No.PM.04/UM.001/MKP/2008 Article 1 it is explained that Tourism Awareness is a condition that describes the participation and support of all components of society in encouraging the realization of a conducive climate for the growth and development of tourism in a destination or region. This tourism-conscious activity arises with the hope that national development can be optimal with the role and participation of the community in managing tourism. In the Pokdarwis Guidebook, it is explained that the Tourism Awareness Group (Pokdarwis) is one form of informal institution formed by community members (especially those who have concerns about developing tourism in their area) (Pariwisata & Kreatif, 2012).

To implement community-based tourism, it is necessary to regulate the role of the community in the form of tourism awareness groups to improve the position and role of the community as subjects or important actors in tourism development and can synergize and partner with relevant stakeholders in improving the quality of tourism development in an area.

Bogor Regency until now has become one of the preferred tourist destinations famous for its natural and cultural attractions. The role of the community who are members of the tourism awareness group needs to introduce, preserve, and utilize the potential of the attraction, especially Bogor Regency has a lot of tourism potential spread in almost every sub-district.

Seeing the great potential possessed by Bogor Regency and the importance of the role of the Tourism Awareness Group as a tourism-aware implementer, regulations are needed as legal certainty and guidelines for Regional Governments, Tourism Awareness Groups, and the Community in the implementation and development of tourism in Bogor Regency.

The purpose of this study was to identify the role and contribution played by tourism awareness groups (Pokdarwis) in tourism development in Bogor Regency. This includes an understanding of how Pokdarwis contribute to promoting, preserving, and utilizing tourism potential in the region, to review existing regulations related to the role and function of Pokdarwis in tourism

development. This includes analyzing the adequacy of current regulations identifying the need for regulatory changes or improvements that may be needed, and measuring the impact of the increased role and contribution of Pokdarwis in tourism development in Bogor Regency. It involves assessing the increase in tourist numbers, local income, environmental conservation, and community participation in tourism management. This research can help in the development of sustainable tourism in Bogor Regency by providing a better understanding of the role and contribution of Pokdarwis as well as identifying ways to increase community participation in tourism management, by highlighting the role of Pokdarwis and the importance of community participation in tourism development, this research can help in strengthening the role and involvement of the community as a key subject in development tourism and research results can be used by local governments to formulate more effective policies to support the development of community-based tourism in Bogor Regency, including better regulation formulation and practical guidance for Pokdarwis and local communities

2. Materials and Methods

The research method used in this study is qualitative. According to, qualitative research methods are research methods based on the philosophy of post-positivism, used to examine natural object conditions, (as opposed to experiments) where researchers are the key instrument, data collection techniques are triangulated (combined), data analysis is inductive/qualitative, and qualitative research results emphasize meaning rather than generalization. This research was conducted at the Bogor Regency Tourism Office (Kuantitatif, 2016).

In this study, the research instrument (tool) is the researcher himself or the *human instrument*. The method in informant determination research is *snowball sampling*, the *key* informant is the Head of the Bogor Regency Tourism Office, the Head of Pokdarwis, and the Community. There are 3 (three) data collection techniques used, namely interviews, observations, and documentation. Then in analyzing the data, continuous analysis techniques are used, namely data reduction; presentation of data; and conclusion. As well as triangulation techniques to check and test the accuracy or validity of the data obtained according to the phenomena that occur.

Data collected from literature studies, interviews, case studies, policy analysis, and participatory observations will be analyzed using qualitative analysis methods. This analysis will assist in exploring the research findings and drawing up comprehensive conclusions about the role of Pokdarwis in tourism development in Bogor Regency and its policy implications.

3. Result and Discussion

Aims and Objectives of POKDARWIS

Tourism Awareness Group (Pokdarwis), is an institution at the community level whose members consist of tourism actors who have concern and responsibility and play a driving role in supporting the creation of a conducive climate for the growth and development of tourism and utilizing it for the welfare of the surrounding community (Rudina & Dyastari, 2022); (Sutiani, 2021). With the existence of Pokdarwis in each region, it is hoped that it will be able to increase public understanding of tourism and develop tourism potential in the area (Yatmaja, 2019). In addition, the community can also participate in the development of its tourist areas. So that not only Pokdarwis will benefit but also the community around the area itself.

The purpose of the establishment of Pokdarwis is to develop community groups that can act as motivators, mobilizers, and communicators to increase the readiness and concern of the community around tourism destinations or tourist attraction locations to act as a good host for the development of tourism, and have awareness of the opportunities and value of benefits that can be developed from tourism activities to improve economic welfare community (Khairunnisah, 2019); (Suherlan et al., 2022). The objectives of the establishment of the Tourism Awareness Group (Pokdarwis) are as follows (Nugroho, Prasetyo, Candra, Saputra, & Putra, 2023):

1. Improve the position and role of the community as an important subject or actor in tourism development, and synergize and partner with relevant stakeholders in improving the quality of tourism development in the region.
2. Build and foster positive attitudes and support for the community as a host through the realization of Sapta Pesona values for the growth and development of tourism in the region and its benefits for regional development and community welfare.
3. Introducing, preserving, and utilizing the potential of tourist attractions in each region.

In general, the functions of Pokdarwis in tourism activities are:

1. As a driver of Tourism Awareness and Sapta Pesona in the regional environment in tourist destinations
2. As a partner of the government and local government (regency/city) in efforts to realize and develop Tourism Awareness in the regions.

Establishment of POKDARWIS

Pokdarwis can be formed through 2 (two) approaches, namely initiatives from local communities and initiation from related agencies in the field of tourism (Raharjo, 2021); (Syari & Fawa'id, 2022):

1. The first approach, or community initiative, means that Pokdarwis is formed based on growing awareness of people living around tourism destinations to participate actively in developing tourism potential.
2. The second approach, or initiation from relevant agencies in the field of tourism in the regions (Provincial Tourism Office/District/City Tourism Office) at potential locations both in terms of readiness of tourism aspects and the readiness of the community.

With the first approach (community initiative), the procedure for the formation of Pokdarwis can be described in the following scheme:

1. The Village Head raised a community initiative to form a Pokdarwis.
2. The village head/lurah reports the results of the formation of Pokdarwis by the community to the local District/City Office in charge of tourism as a supervisor to obtain approval/approval.
3. The inauguration of Pokdarwis is carried out by the Regent or Head of the Regency/City Office in charge of tourism
4. Recording and registration of Pokdarwis is carried out by the District/City Office in charge of tourism to be reported to the Provincial Office in charge of tourism and the Ministry of Tourism and Creative Economy.

With the second approach (initiation of related agencies in the field of tourism), the procedure for the formation of pokdarwis can be described in the following scheme:

1. The Provincial Tourism Office coordinates with the District/City Tourism Office to form Pokdarwis by rallying initiatives to communities in villages to form Pokdarwis or the initiative can arise from the District / City Tourism Office to raise initiatives to the community at the village level to form Pokdarwis.
2. The Village Head facilitates community meetings with the Tourism Office to form Pokdarwis.
3. The results of the formation of Pokdarwis are then reported to the sub-district for further forwarding and recording by the local Provincial/District/City Tourism Office for further approval and guidance.

The Urgency of the Regent Regulation on POKDARWIS

1. General Conditions of Bogor Regency

The policy direction of the Bogor Regency Culture and Tourism Office to achieve its goals and objectives is an integral part that is inseparable from the direction and policy strategy of the Bogor Regency development program. One of the scopes of policies and programs in the field of tourism is "Development of community-based tourism accompanied by efforts to explore and develop tourism potential to spur the economic development of the community with tourism object arrangement programs, development of mainstay tourist areas, improvement of the quality of tourism services, development and promotion of tourism and culture" As operational policies/strategies related to development Tourism is:

- a. Encourage the fulfillment and improvement of adequate facilities and infrastructure and support the smooth running of tourism activities;
- b. Increase attractiveness through structuring tourism resources and developing existing tourist attractions;
- c. Strengthening tourism data and information;
- d. Increase the dissemination of tourism information as widely as possible through media, exhibitions, and other means;
- e. Improve the implementation of quality tourism events/events.

Strengthening updated and accurate data and information as a basis for planning and making decisions/policies to support tourism development in Bogor Regency is very important. Until now there is no data on the characteristics of tourists, so policymakers have difficulty in preparing tourism development plans in Bogor Regency. From data on tourist characteristics, we can find out factors that can increase the number of tourist visits, such as demographic factors, accessibility, transportation facilities, tourist origin, and others. From the data from the results of reporting tourist attractions to the Bogor Regency Culture and Tourism Office in 2019, the number of visitors to tourist attractions in Bogor Regency was 9,484,957 tourists.

Judging from the number of tourists in 2019, with the right planning and decision-making, of course, supported by accurate data and information, it is not impossible that the tourism sector can boost the regional income of Bogor Regency. In addition to the attraction of tourist attractions, also accommodation facilities that are in cool locations of mountain nature such as the peak area can attract the attention of tourists to rest to relieve fatigue on weekdays. In addition to tourist data obtained from tourist objects, we also collect secondary data from BPS through surveys of hotel

occupancy rates and other accommodations. As well as the existence of restaurants, restaurants and cafes.

2. Tourist Attractions

The attractiveness and tourism resources of Bogor Regency are very diverse and spread throughout the sub-district. Types of tourist attractions in Bogor Regency consist of natural tourist attractions, cultural tourist attractions, and artificial tourist attractions. The total tourist attraction (DTW) in Bogor Regency is 159 DTW with details of 85 DTW Alam, 29 DTW Budaya, and 45 DTW Artificial. The Joint Agreement Letter signed on January 20, 2020, by the Regent of Bogor Regency and the Chairman of the DPRD (Regional People's Representative Council) of Bogor Regency to start forming West Bogor Regency, which in the next 3 years will be renamed West Bogor Preparatory Regency. The potential and tourist attractions in Bogor Regency are unevenly distributed in each sub-district. Some areas of management and development of activities have developed such as in Cisarua and Megamendung Districts (peak areas and surrounding areas) which grow in ribbon patterns while other sub-districts are still undeveloped.

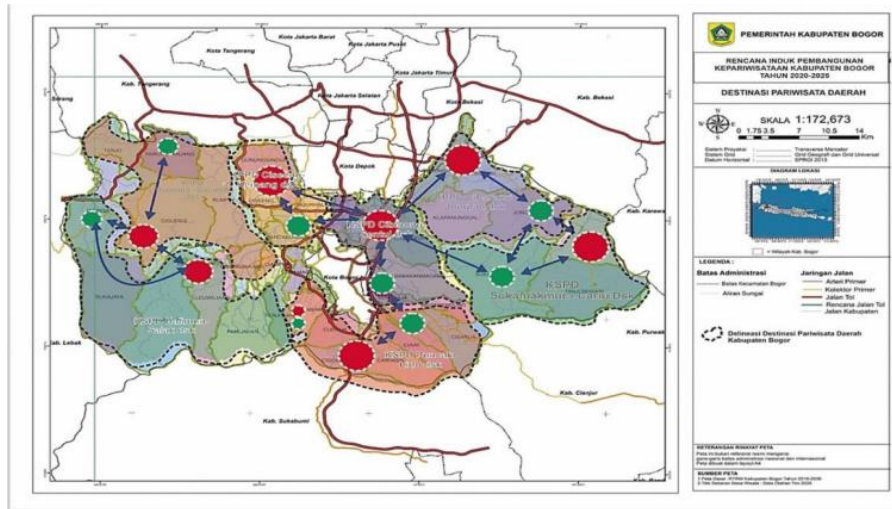


Figure 1. Map of the Distribution of Tourism Destinations in Bogor Regency
Source: Ripparkab Bogor 2020-2025.

a. Tourist Visits

Table 1. Tourist Visits 2015-2022

Tahun Years	Wisatawan Mancanegara Foreign Tourist	Wisatawan Nusantara Domestic Tourist	Jumlah Total
(1)	(2)	(3)	(4)
2015	94 093	4 956 341	5 050 434
2016	166 071	8 625 229	8 791 300
2017	355 330	6 944 804	7 300 134
2018	339 931	7 173 278	7 513 209
2019	323 518	9 397 067	9 720 585
2020	60 552	5 057 335	5 117 887
2021	2 609	6 453 345	6 455 954
2022	215 098	7 942 433	8 157 531

Source: Bogor Regency in numbers

The number of tourist visits to Bogor Regency in the 2015-2022 period shows an average increase, both visits from domestic and foreign tourists. It's just that for tourist visits in 2020 to 2021, based on BPS data, the number of visits has decreased in foreign tourist visits, but domestic tourist visits in 2021 are still increasing, judging from the development of the number of visits that tend to increase, so with the right planning and decision making, of course, supported by accurate data and information, it is not impossible that the tourism sector can boost regional revenues Bogor Regency.

b. Tourism Business

Tourism business in the type of accommodation in Bogor Regency based on data from the Bogor Regency tourism information system in 2018 that has been registered is 531 accommodations, the number is categorized into several types of accommodation including hotels, guesthouses, and villas, while the details per category are presented in the following chart.

Table 2. Number of Accommodations By Category in Bogor Regency

No	Uraian	Jumlah
1	Hotel (Bintang)	24
2	Hotel (Non Bintang)	217
3	Akomodasi Lainnya	290
JUMLAH		531

Source: Bogor Regency Tourism Information System Data 2018

The tourism business in the field of food and beverage providers available in Bogor Regency based on data from the Bogor Regency tourism information system until 2018 amounted to 476 businesses, the number consists of 3 types of businesses, namely, restaurants, rice stalls, and cafes, while the number of each type of business will be described in the following table:

Table 3. Number of Restaurants/Restaurants in Bogor Regency

No	Jenis	Jumlah
1	Restoran	311
2	Warung Nasi	143
3	Kafe	22
JUMLAH		476

Source: Bogor Regency Tourism Information System Data 2018

Practices of Implementing POKDARWIS in Bogor Regency

The development of tourism institutions in Bogor Regency is carried out through the establishment of several Tourism Awareness Groups which until now have a role in the implementation and development of tourism in Bogor Regency. This in its implementation requires good synergy between related parties, including the Regency Government, the tourism industry, and the community. The synergy between tourism actors is one of the policies in Bogor Regency and also a strategic program of the local government in increasing the acceleration of tourism development, especially its institutions.

POKDARWIS is not a display puppet of the government's program in the development of Tourism Villages. If needed in the achievement of a Tourism Village realization in the government work program, then POKDARWIS as proof of the existence of a Tourism Village or proof of the establishment of a Tourism Village. Indeed, the presence of POKDARWIS is very important or necessary in the institution of a Tourism Village. POKDARWIS is the driving force for the development and empowerment of the Tourism Village. Government policy on the management of POKDARWIS in Tourism Villages is considered necessary both in the establishment of systematic institutionalization and the existence of a clear legal umbrella in carrying out the duties of POKDARWIS in Tourism Villages.

Policy Related to POKDARWIS in Bogor Regency

Tourism development activities, like development in other sectors, essentially involve the role of all existing and related stakeholders (Berliandaldo, Chodiq, & Fryantoni, 2021). The stakeholders in question include 3 (three) parties, namely the government, Private, and Community, with all their respective roles and functions (Suleman & Apsari, 2017); (Amalyah, Hamid, & Hakim, 2016). Each of these stakeholders cannot stand alone but must synergize with each other and step together to achieve and realize the agreed development goals and objectives (Ariani, Zulhawati, & Aulawi, 2023); (Daher, 2019). Therefore, within the framework of tourism development activities and to support the success of tourism development, every development effort or program implemented must pay attention to the position, potential, and role of the community as subjects or actors of development.

In this regard, community empowerment programs through tourism are important steps that need to be implemented in a directed and sustainable manner to prepare communities to have more capacity and independence and play an active role in supporting the success of tourism development at the local, regional, and national levels.

Based on Bogor Regency Regional Regulation Number 7 of 2020, it is stated that one of the strategies for capacity and improvement of tourism institutions is to develop tourism priority programs with the Regional Government, Tourism Industry, Tourism Awareness Group (POKDARWIS), and other related institutions which are carried out regularly. As well as improving the function and role of POKDARWIS in the management and supervision of tourism development in Bogor Regency.

In supporting tourism development in the national scope, the Bogor Regency Government is committed to supporting the development of the tourism sector through RIPARRKAB Bogor 2020-2025. RIPARRKAB Bogor is the main guideline for regional tourism development that provides policy directions, strategies, and programs that need to be carried out by stakeholders to achieve the vision, mission, and goals of regional tourism development.

The vision of tourism development of Bogor Regency based on RIPARRKAB Bogor for 2020-2025 is "the realization of Bogor Regency as an advanced, cultured, environmentally friendly, world-class and sustainable tourism destination." Efforts to realize this vision are carried out through policies and strategies in the development of aspects of tourism destinations, the tourism industry, tourism marketing, and tourism institutions.

The institution in question is one of them by forming a tourism awareness group that requires a legal basis that is currently not owned by Bogor Regency. So to realize this vision, there needs to be a legal umbrella regarding POKDARWIS.

Implications of the Implementation of the Regent Regulation on POKDARWIS in Bogor Regency

The legal status of the Bogor Regency Regent Regulation on POKDARWIS is as an implementation of national, provincial, and regency policies on tourism development. In *lex specialis*, the POKDARWIS Regent Regulation is the elaboration and implementation of the Bogor RIPPARKAB Regional Regulation which regulates the development of regional tourism as a whole and also the Regulation of the Governor of West Java Province No. 90 of 2020 concerning Guidelines for the Formation of Tourism Awareness Groups. This Regent Regulation on POKDARWIS makes the legal basis for the establishment of Tourism Awareness Groups in Bogor Regency.

The implication of the implementation of the Bogor Regency Regent Regulation on Tourism Awareness Groups, every tourism village can be required to have a POKDARWIS. The community has a very important role in the development of Tourism Villages. The community is aware that tourism will have a positive impact on the development of Tourism Villages. Village Community Empowerment is an effort to develop community independence and welfare by increasing knowledge, attitudes, skills, behavior, abilities, and awareness, and utilizing resources through the establishment of policies, programs, activities, and assistance by the essence of the problem and priority needs of the village community.

POKDARWIS is a self-help and non-governmental group that in its social activities strives to:

- a. Increase local people's understanding of tourism
- b. Increase the role and participation of local communities in the development of Tourism Villages
- c. Strengthening unity and developing local community concern for the development of Tourism Villages
- d. Pioneering the development of various tourism potentials in the village environment or between villages.
- e. Preserving the values of art, culture, customs, and local history that support the progress of Tourism Villages that have a positive economic and social impact on the community.

This very strategic role and with the enactment of the applicable legal umbrella, will encourage the development of tourism villages in Bogor Regency.

Based on the explanation above, it is necessary to state the reasons for the need to make a POKDARWIS Regent Regulation in Bogor Regency, which is as follows:

- a. Regulations on POKDARWIS in Bogor Regency specifically do not yet exist. On the other hand, the existence of POKDARWIS has a big role in supporting a conducive climate for tourism growth.
- b. According to the Tourism Awareness Group Guidebook, the purpose of forming a tourism awareness group is to develop community groups that can act as motivators, movers, and communicators to increase the readiness and concern of the community around tourism destinations so that they can act as good hosts, and have awareness of the opportunities and value benefits that can be developed from tourism activities to improve the economic welfare of the community. He further explained that the purpose of forming a tourism awareness group is as a partner of the government in increasing public awareness in the field of tourism, increasing human resources, and encouraging the realization of *Sapta Pesona* (security, order, beauty, coolness, cleanliness, hospitality, and memories), improving the quality of tourism products to

increase competitiveness and restore tourism as a whole. With the importance and strategic role of POKDARWIS, a legal umbrella related to its establishment and management in Bogor Regency is needed.

One of the functions of POKDARWIS is to carry out tourism development in the region and is part of regional autonomy. This is related to Law No. 23 of 2014 concerning Regional Government in Article 1 point (2) stated that "Regional Government is the administration of government affairs by local governments and regional people's representative councils according to the principle of autonomy and assistance duties with the principle of the widest autonomy in the system and principles of the Unitary State of the Republic of Indonesia as referred to in the Constitution of the Republic of Indonesia Year 1945". Thus, based on philosophical foundations, namely in the context of the welfare state, the Government is the executor of how to realize the general welfare of its people. For this reason, the Government / Regional Government based on the principle of *freis ermesen* seeks to use freedom of action and authority to participate in the administration of government such as business, social, political, and economic activities to realize general welfare. Local governments are expected to play a role not only in prioritizing economic interests but in making general welfare the ultimate goal of development.

4. Conclusion

The Regent Regulation on POKDARWIS is a regional legal requirement for the Regional Government of Bogor Regency, for the following reasons: Regulations on POKDARWIS in Bogor Regency specifically do not yet exist. On the other hand, the existence of POKDARWIS has a big role in supporting a conducive climate for tourism growth.

The formation of a tourism awareness group aims to cultivate community entities capable of motivating, driving, and communicating to enhance community readiness and consciousness regarding tourism destinations, enabling them to serve as hospitable hosts and grasp the potential benefits that tourism activities offer for elevating local economic welfare. Additionally, the group functions as a governmental ally in boosting public awareness of tourism, enhancing human resources, and promoting the realization of *Sapta Pesona* (security, order, beauty, coolness, cleanliness, hospitality, and memories), ultimately enhancing tourism product quality to bolster competitiveness and overall tourism restoration. Given the pivotal and strategic role of POKDARWIS, the establishment and management of a legal framework concerning it within Bogor Regency are deemed imperative. This aligns with its function of spearheading regional tourism development, inherent to regional autonomy as outlined in Law No. 23 of 2014 on Regional Government. Thus, within the philosophical context of the welfare state, government authorities are entrusted with the task of fostering the well-being of their populace, emphasizing the pursuit of general welfare over mere economic interests, thus fostering a more holistic approach to development.

Juridically, this Regent Regulation is a product of regional law as a special rule (*lex specialis*) which further describes the higher general rules (*lex generalis*), namely Government Regulations (PP) and Provincial Regional Regulations and their implementing regulations. The targets expected by the Regent Regulation on POKDARWIS are the realization of POKDARWIS which has a legal umbrella so that it can contribute to tourism development in the regions, which is by national development goals and the realization of a well-managed and structured POKDARWIS so that the roles and functions of POKDARWIS can be carried out.

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