The Capacity of the Baturetno Village Government in Tourism Development

Chresno Adhi Wijoyo[1] , Safitri Endah Winarti[2], Utami Sulistiana[3]
College of Rural Community Development "Apmd" Yogyakarta

Correspondence: safitriendahwinarti@apmd.ac.id

ABSTRACT:

Background: Tourism has great potential to drive economic growth at the local level, with village governments playing a central role in managing natural, cultural, and social resources in their areas. Kalurahan Baturetno, in Yogyakarta, has tourism potential through Telaga Desa Baturetno , but its development is considered suboptimal.

Aims: This study aims to determine and analyze the capacity of the Baturetno Village Government in developing tourist attractions, which is measured through five dimensions: regulation, extraction, distribution, responsiveness, and networking.

Methods: This study uses a qualitative method with a descriptive approach. The data collection techniques used are observation, interviews, and document collection. Informants were determined using purposive sampling.

Results: The results show that the Baturetno Village Government has been active in allocating resources (extraction), prioritizing the involvement of the local community (distribution), being responsive to the aspirations of residents, and intensively building cooperation networks with various parties to improve tourism management competencies. However, weaknesses were found in regulatory capacity, as the Kalurahan Government does not yet have specific Kalurahan Regulations to regulate the development of the Telaga Desa Baturetno tourist attraction in detail.

Conclusion: The capacity of the Baturetno Village Government in developing the Telaga Desa Baturetno tourist attraction has generally been good in terms of extraction, distribution, responsiveness, and networking, as indicated by the allocation of funds, active community involvement, and intensive external partnerships. However, there are significant weaknesses in the regulatory dimension, due to the absence of a specific Village Regulation governing the development of this tourist attraction.

Keywords: Capacity, Village, Development, Tourist Attraction

INTRODUCTION

Tourism has been widely recognized as a sector with great potential to be a major driver of economic growth at various levels, especially in rural areas(Fadilla, 2024; Kurniawan et al., 2024; Mou et al., 2025). The development of tourist attractions is not merely an effort to create appeal for visitors, but also a fundamental strategy in strengthening the social and economic capital of local communities(Assa'ady, 2025; Suryatmodjo et al., 2023; Syarkani, 2025). In line with the mandate of Law Number 6 of 2014 concerning Villages, developing local potential such as tourism is the first step towards village independence, which ultimately contributes to job creation and encourages regional investment.(Adiatma et al., 2025; Dananjaya, 2025; Paramita, 2025) Therefore, research focusing on the development of tourist attractions is urgently needed to ensure that this potential can be utilized optimally and sustainably.

The village or kalurahan government plays a central role and has full authority in managing the natural, cultural, and social resources in its area(Puspitaningrum, 2025; Rahman, 2024; Seftyono et al., 2016). Effective action from the local government is essential so that tourism potential can be developed sustainably to empower the community.(Astuti & Suyatno, 2025; Sulistyawati et al., 2025) In the context of Kalurahan Baturetno, this area is blessed with attractive natural tourism potential through Telaga Desa Baturetno, which has natural charm and a strategic location because it is passed by the Jogja-Wonosari national road. However, reality shows a gap, where the development of tourist attractions in Baturetno Village is considered to have not yet reached an optimal level. This gap indicates that existing efforts have not been able to transform natural potential into a fully attractive tourist destination that provides maximum economic impact.

Despite the challenges in optimization, the Baturetno Village Lake tourist attraction still has great potential for further development(Parmanto, 2025; Rachmadi et al., 2025a). The natural attraction of a lake with clear water and lush trees creates a relaxing atmosphere, making it a destination worth visiting(Rachmadi et al., 2025b; Wahyu & Sari, 2025). In addition, the Baturetno Village government has shown a strong commitment and desire to make Baturetno Village Lake a destination that can attract many tourists. This momentum, supported by natural potential and local political will, opens up crucial opportunities for in-depth research. This research can provide empirical guidance for designing more structured and effective development strategies, which will ultimately support the realization of the village government's vision.

This research presents a major novelty by moving beyond previous studies, which often focused on constraints like infrastructure or promotion , and instead conducting an in-depth analysis of the internal institutional capacity of the driving force behind development, namely the Baturetno Village Government. This novelty is realized through the comprehensive measurement of the village government's capacity in developing the Telaga Desa Baturetno tourist attraction , utilizing the Governability conceptual framework, which is measured across five dimensions: regulation, extraction, distribution, responsiveness, and networking. The selection of Village Government Capacity as a key variable is critical because the success or failure of tourism development highly depends on the capabilities of local institutions , and the suboptimal development in Baturetno indicates constraints within certain capacity dimensions. Therefore, the main objective of this study is to analyze these five dimensions regulatory, extractive, distributive, responsive, and network to specifically identify which dimensions constitute strengths and weaknesses, thus revealing the root causes of the suboptimal tourism development.

Previous research on tourism village development has often focused on infrastructure challenges, promotion, or asset ownership constraints. However, there is a research gap regarding in-depth analysis of the internal capabilities of the institution that is the driving force behind development, namely the village government(C. Li et al., 2025; X. Li et al., 2025). The novelty of this

research lies in its main focus, namely , which comprehensively measures and analyzes the capacity of the village government in developing the Telaga Desa Baturetno tourist attraction, using the Governability conceptual framework. This analysis is based on five dimensions of government capacity, including regulation, extraction, distribution, responsiveness, and networking, which offer a more holistic and specific overview of the local government's ability to carry out regulatory and service functions in the tourism sector.

The determination of Village Government Capacity as a key variable is based on the understanding that the success or failure of tourism development greatly depends on the capabilities of local government institutions. The concept of Government Capacity refers to the authority and ability of the government to govern in accordance with regulations and provide public services effectively (Governability)(Futum Hubaib, 2021; Rahmawati & Tjenreng, 2025). The selection of this variable is crucial because the suboptimal development of tourist attractions in Baturetno Village indicates constraints in certain capacity dimensions. By analyzing the five dimensions of capacity, namely regulatory, extractive, distributive, responsive, and network, this study aims to identify specifically which dimensions are strengths and weaknesses, so that the root causes of suboptimal tourism development can be revealed.

The main objective of this study is to understand and analyze in depth the capacity of the Baturetno Village Government in developing tourist attractions. Theoretically, this study is expected to provide input and serve as a reference for further studies on the capacity of local governments in developing the tourism sector, which can enrich the knowledge of government science. In practical terms, this research makes a real contribution to the Baturetno Village Government by providing a strong foundation of data and analysis, including the formulation of more effective and sustainable tourism development strategies, the identification of best practices that can be applied, and assistance to the village government in integrating sustainability principles into tourism management.

METHOD

Research Design

This study uses a qualitative approach with a descriptive research type (Semiawan, n.d.) A qualitative approach was chosen because the researcher aimed to gain an in-depth understanding of the capacity of the Baturetno Village Government in developing tourism objects holistically, naturally, and contextually at the research location. Meanwhile, the descriptive nature was used to describe, elaborate, and systematically analyze the facts and characteristics regarding the capacity of the village government, which was measured based on five dimensions of governability, namely Regulatory Capacity, Extraction Capacity, Distribution Capacity, Responsive Capacity, and Network Capacity, without testing quantitative hypotheses.

Participants

The key participants in this study were those who had vital roles and information related to the policy and implementation of the development of the Baturetno Village Lake tourist attraction. Participants were determined using purposive sampling, which is the selection of informants based on certain criteria relevant to the focus of the study. Participants consisted of elements of the Kalurahan Government, the Kalurahan Consultative Body (Bamuskal), and representatives of the Baturetno Kalurahan Community who were actively involved in tourism activities. Specifically, participants included the Head of Kalurahan, Carik, Ulu-ulu, Chair of Bamuskal, and community representatives.

Population and the methods of sampling

This research is qualitative in nature, with the concept of population referring to the social situation to be studied, namely the social activities and interactions that occur in the context of tourism development by the Baturetno Village Government. The sampling technique in this qualitative context is purposive sampling to determine key informants, and is developed using snowball sampling techniques if necessary to find additional relevant informants.

Instrumentation (Research Instruments)

The main instrument in this study is the researcher himself (human instrument), who functions as the planner, data collector, analyst, data interpreter, and reporter of the research results. The supporting instruments used include interview guidelines, recording devices (audio and/or visual), and writing instruments. The interview guidelines were developed based on the five dimensions of Government Capacity, which are the X variables, namely:

Instrument Components	Detailed Explanation	Role in Research
Main Instrument	**Researcher (*Human Instrument*)**	In qualitative research, the researcher serves as **a key instrument** who acts as **the** study **planner**, data collector (e.g., interviews), **analyst**, **interpreter**, and final **reporter** of research results.
Supporting Instruments	**1. Interview Guidelines**	Developed specifically to ensure that all aspects of the five dimensions of government capacity can be explored in depth from informants.
	2. Recording & Writing Tools	Includes audio/visual devices (for recording interviews) and writing instruments (for recording field observations and *field notes*). Serves as a tool for data validation and documentation.

Procedures and, if relevant, the time frame

The research procedure begins with a preparation stage, which includes drafting a research proposal, obtaining the necessary permits, and developing instrument guidelines to guide the interview process. Once the preparation stage is complete, the research continues to the implementation stage, which is the core of data collection in the field. This implementation stage includes three main techniques, namely:

a. Observation, conducted to directly observe the conditions of tourist attractions and the activities of the village government.
b. In-depth interviews, conducted with key participants to obtain rich and detailed information.
c. Documentation, which is the collection of secondary data in the form of reports, village regulations, and various official documents related to tourism development.

The entire data collection process was carried out between August and September 2024, prioritizing data validity through the implementation of source triangulation techniques.

Analysis Plan

Data analysis was carried out continuously from the time the data was collected until completion, using the Miles and Huberman interactive analysis model. The stages of data analysis included: Data Reduction, in which the researchers selected, centralized, simplified, and abstracted raw data from the results of interviews and observations; Data Presentation, in which the reduced data is presented in the form of a structured descriptive narrative supported by direct quotations

from the interview results, as well as using tables or schemes to map the findings based on the five dimensions of capacity; and finally, Drawing Conclusions, which is done inductively based on findings in the field. Data validity is ensured through source triangulation techniques, namely comparing and checking information obtained from various informants to ensure consistency and credibility of results.

The research procedure strictly follows a chronological flow consisting of three stages: beginning with the Preparation Stage, which covers drafting the proposal, obtaining necessary permits, and developing the interview guidelines ; followed by the Implementation Stage (August to September 2024), where data is collected through Observation (to view the tourist attraction conditions), In-depth Interviews (with key participants), and Documentation (collecting village regulations and reports) ; and concluded with the Analysis Stage, which utilizes the interactive Miles and Huberman model, encompassing data reduction, data presentation, and inductive conclusion drawing . To ensure validity, the study implements the source triangulation technique. The main instrument for this study is the researcher himself (human instrument) , while the supporting instrument, the Interview Guidelines, was specifically developed based on the five dimensions of Governability (Regulation, Extraction, Distribution, Responsiveness, and Networking) to deeply explore all aspects of government capacity.

RESULTS AND DISCUSSION

Result

The results of the study show that the capacity of the Baturetno Village Government in managing and developing the Baturetno Village Lake tourist attraction has varying performance across the five dimensions of governability. On the one hand, there is significant strength in the dimensions of extraction, distribution, responsiveness, and networking. Extraction capacity is proven to be optimal because the village government has succeeded in allocating a sustainable budget from the Village Revenue and Expenditure Budget (APBKal) for the development of tourism infrastructure, such as a joglo stage and parking area, as well as proactively involving local human resources (HR) in management. Distribution Capacity is considered very good, where the Kalurahan Government firmly prioritizes the principle of empowerment by providing business opportunities (food stalls, security, cleanliness) to local residents, ensuring that economic benefits are distributed evenly, in accordance with the spirit of village autonomy. Similarly, the Village Government's Responsive Capacity is effective, as demonstrated by its adaptive mechanisms in responding to community aspirations, both through formal forums and daily social interactions such as mutual assistance, so that development policies are always in line with community needs. Additionally, Network Capacity has been established extensively and intensively through partnerships with the Regional Government, academic institutions, and Ministries, which serve as vital capital for human resource development and access to funding.

Discussion

Overall, the results of the study show that the capacity of the Baturetno Village Government in managing the Telaga Desa Baturetno tourist attraction is in the good and adaptive category, as indicated by optimal performance in four of the five dimensions. This capacity is strengthened by the successful extraction of a sustainable budget for infrastructure (such as the joglo stage), the clear distribution of economic benefits to local residents for empowerment, effective responsive mechanisms to community aspirations, and the expansion of an intensive partnership network with external parties for human resource development. However, this positive performance is faced with a fundamental structural weakness in regulatory capacity, where the village government does not yet have specific and comprehensive village regulations (Perkal) to regulate tourism management. (Nurhayati et al., 2025) The absence of a formal legal framework creates structural vulnerability, as

a weak legal foundation can hinder consistent governance, affect investment certainty, and threaten the sustainability of the other four capacities in the future.

Implications

The main implication of this study is that the success of village tourism development is not only determined by the availability of physical and natural capital, but also depends heavily on the institutional capacity of local governments to carry out regulatory and public service functions. The strength of the Baturetno Village Government in the areas of extraction and networking shows that non-regulatory strategies, such as fund mobilization and networking, can be quick solutions to infrastructure and funding problems. However, a deeper implication is the need for the Kalurahan Government to immediately fill the regulatory void. Without strong regulations, resource extraction and benefit distribution activities that are already running well may lose their legal basis, thereby risking conflicts of interest or uncertainty in the long term. Therefore, this study implies the importance of formal legality in supporting the sustainability of community-based tourism.

This study makes two significant contributions. The Theoretical Contribution lies in the application and enrichment of the concept of Governability, particularly at the village government level, by highlighting that Regulatory Capacity is a fundamental dimension that must be fulfilled before other capacity dimensions can operate optimally and stably. This contribution offers a sharper analytical framework for future governance studies focusing on village autonomy. The Practical Contribution is the provision of valid empirical data for the Baturetno Village Government. The results of this study can be used as a roadmap to prioritize the drafting of legal products (Perkal) that specifically regulate the management of Telaga Desa Baturetno, as well as a guide to maintain and strengthen existing good practices in the dimensions of extraction, distribution, responsiveness, and networking.

limitation of this qualitative research lies in its scope, which is focused on a single case study, namely Baturetno Village, so that the findings cannot be directly generalized to all villages in Indonesia. In addition, the data collected is highly dependent on the perceptions and interpretations of key informants, which, although tested for validity through source triangulation, still represent the specific perspectives of those directly involved in governance and management.

Based on the research findings, there are several crucial recommendations proposed for the sustainable development of the Baturetno Village Lake tourist attraction. The Baturetno Village Government must make the formulation of specific Village Regulations (Perkal) an absolute priority; these regulations must detail governance, zoning, budget allocation, and division of roles to create legal certainty and ensure the sustainability of tourism programs in the future. Meanwhile, the Tourism Management Community is advised to proactively improve innovation and service quality, as well as maximize the use of established partnership networks, particularly with academic institutions, to access regular training in digital marketing, hospitality, and financial management. Finally, for further research, it is recommended to expand the study by conducting a comparative study on other villages with similar potential, or to focus the next study on analyzing the effectiveness of the implementation of the newly formed Perkal, or to test the causal relationship between government capacity and indicators of local community welfare and income.

Generally, the capacity of the Baturetno Village Government in managing and developing the Telaga Desa Baturetno tourist attraction shows a good and adaptive performance , evident by the optimal functioning of four out of the five Governability dimensions. The Extraction Capacity is proven to be optimal because the Village Government successfully allocated a sustainable budget from the Village Revenue and Expenditure Budget (APBKal) for tourism infrastructure development, such as a joglo stage and parking area, while proactively involving local human resources (HR) in management. Furthermore, the Distribution Capacity is considered very good, indicated by the Kalurahan Government's firm priority on empowering local residents by providing business opportunities (food stalls, security, cleanliness), thereby ensuring economic benefits are evenly distributed. Positive performance is also seen in the Responsive Capacity, where the Village

Government demonstrates effective and adaptive mechanisms in responding to community aspirations through both formal forums and daily social interactions, ensuring development policies align with community needs. Finally, the Network Capacity has been established extensively and intensively through partnerships with the Regional Government, academic institutions, and Ministries, which serves as vital capital for human resource development and access to funding.

However, this positive performance is contrasted with a fundamental structural weakness in the Regulatory Capacity, as the village government does not yet have specific and comprehensive village regulations (Perkal) to regulate tourism management in detail. The absence of a formal legal framework creates structural vulnerability , as a weak legal foundation can impede consistent governance, affect investment certainty, and threaten the sustainability of the other four positive capacities in the future. The main implication of this finding is that the success of village tourism development is not only determined by the availability of physical and natural capital but also heavily depends on the local government's institutional capacity to carry out regulatory and public service functions. Therefore, there is a critical and urgent need for the Kalurahan Government to immediately fill this regulatory void , which will ensure the legal certainty and long-term sustainability of the resource extraction and distribution activities that are already operating well.

CONCLUSION

The capacity of the Baturetno Village Government in developing the Telaga Desa Baturetno tourist attraction has generally shown good and effective performance in the four dimensions of governability, namely extraction, distribution, responsiveness, and networking, as indicated by adequate fund mobilization, active involvement of the local community, quick response to aspirations, and strong external partnerships. However, a fundamental weakness was found in the dimension of regulation, because the Baturetno Village Government does not yet have specific village regulations governing the management of this tourist attraction, so it is necessary to establish a formal legal framework to ensure certainty and sustainability of development in the future. Based on the findings, crucial action-oriented recommendations are proposed for the sustainable development of the Telaga Desa Baturetno tourist attraction. First, the Baturetno Village Government must make the formulation of specific Village Regulations (Perkal) an absolute priority, ensuring they detail governance, budget allocation, and division of roles to establish long-term legal certainty . Second, the Tourism Management Community must proactively enhance innovation and service quality by maximizing established partnership networks—particularly with academic institutions—to access regular, practical training in areas such as digital marketing, hospitality, and financial management. Finally, for future research, it is recommended to expand the study scope to include comparative analyses of other villages or to specifically assess the effectiveness of the newly formed Perkal implementation.

AUTHOR CONTRIBUTION STATEMENT

C.A.W. bears full responsibility for the overall implementation and completion of this thesis. C.A.W.'s main contributions include all stages of research, covering conceptualization and problem formulation, qualitative methodology design, primary data collection through observation, in-depth interviews, and documentation, data analysis using the Miles and Huberman interactive model, interpretation of all findings, to writing and compiling a comprehensive thesis draft from the introduction to the conclusion. The author hereby guarantees that all data and interpretations presented in this thesis are authentic and credible.

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