



ARTICEL

FACTORS AFFECTING TOURISM POLICY IMPLEMENTATION: CASE STUDY OF THE YOGYAKARTA SPECIAL REGION'S CULTURAL TOURISM

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ABSTRACT

Tourism contribution in Indonesia is increasingly significant to the national Gross Domestic Product (GDP), tourism also plays an important role for Yogyakarta Special Region (YSR). Nevertheless, there is still an issue regarding the tourist's length of stay. This study investigates the implementation of tourism policy in YSR especially the cultural tourism development program. This study provides a conceptual framework describing the factors affecting the implementation of tourism policy, namely inter-organizational relations and coordinator, resources, and interest groups. This study found that in the implementation of the cultural tourism development program there are (1) formal and informal rules and procedures that regulate the interactions between institutions; (2) clear divisions of authority and no overlapping responsibilities between institutions involved; (3) effective communication and coordination with other organizations; and (4) additional funds which support the implementation of the culture tourism development program. However, there are issues regarding (1) inconsistency regarding implementers understanding the values and goals of tourism in YSR; (2) insufficient staff in the Tourist Agency and inadequate education background; (3) interest groups role in the culture development program is in the statist mode. This study concludes that even though the implementation of cultural tourism development program runs well, the program is not able to persuade tourists to stay longer.

Keywords: tourism; policy implementation; the Yogyakarta Special Region; cultural tourism.

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LIST OF ABBREVIATIONS

ASITA	: Association of the Indonesian Tours and Travel Agencies
GRDP	: Gross Regional Domestic Product
KPA	: <i>Kuasa Pengguna Anggaran</i> (Authorized Budget User)
PA	: <i>Pengguna Anggaran</i> (Budget User)
PHRI	: <i>Persatuan Hotel dan Restoran Indonesia</i> (Indonesian Hotel and Restaurant Association)
RIPPARDA	: <i>Rencana Induk Pembangunan Pariwisata Daerah</i> (Master Plan for Regional Tourism Development)
YSR	: The Yogyakarta Special Region

I. INTRODUCTION

This chapter presents the background, goals and objectives, and chapter organization of the study. The background provides a general description on the development of tourism in Indonesia and the Yogyakarta Special Region (YSR) followed by YSR's autonomous status. Moreover, the problem statement and research questions, goals and objective, and structure of the paper are presented to further clarify the purpose of the study.

1.1 Background

1.1.1 The Development of Tourism in Indonesia

A major development in Indonesia's economy since the 1980's has been the expansion of non- oil sectors and especially the tourist industry (Booth, 1990, p. 45). However, Indonesia's tourism began decades before. According to Yoeti (1996, p. 24) modern tourism activities in Indonesia started during the Dutch Colonialization. It was officially initiated in 1908-1912 after the enactment of the Governor-General's decision on the establishment of *Vereniging Toeristen Verkeer*¹ (Association of Tourist Traffic), which functioned as an official tourist bureau at that time (Sunjayadi, 2014, p. 47). Due to unstable economic and political climate, before 1969 Indonesia's tourism was not well established. However, the New Order regime government (1968-1998) transformed Indonesia's long-term development plan resulted a stable political and economic (Jafari, 2000, p. 305).

One of the steps carried out by the government which benefited tourism was deregulation, which intended to facilitate private sectors activities, particularly in the export sector. The examples of deregulation measures are tax incentives for big companies, cutting tariffs, simplifying export procedures, eliminating permits, and

¹ *Vereniging Toeristen Verkeer*, which consists of entrepreneurs who have links with tourism (transports companies, hotels, shop owners, banking, etc.) for the first time opened its office in Batavia (now Jakarta). This office was in charge of promoting, providing information and making tourism billboards which disseminated both for domestic and foreign countries. Initially this association began its activities in Java, and then spread to Bali, Sumatra, Kalimantan, and to the Moluccas (Sunjayadi, 2007)

introducing tax holidays for newly established companies (Booth, 1990, pp. 47-48). As for measures which benefited for tourism are the partial abolition of visa requirements, the granting of additional landing rights to foreign airlines in the major ports of entry, the establishment of more international airports, the reduction in the number of licenses required to build new hotels, and the promotion of new tourist destinations especially outside Java and Bali (Dahles, 1998, p. 74). Thus, in 1969 the number of tourist arrivals to Indonesia reached 86,000 tourists, by 1997 the number had grown to 5.1 million foreign tourists who spent \$6.7 billion (Jafari, 2000, p. 305).

Since this sector potentially generates large revenues due to its multi-sectoral and multi-effects, the government is aware of the potential of tourism as a tool in promoting economic development and as a source of foreign exchange. The fact that tourism is a labour-intensive growth industry is a marked bonus for the government at a time of persistently high levels of unemployment (Goodall, 1987, p. 71). The development of the tourism sector will support increasing income from various areas ranging from tourism destinations entry fees, hotel and restaurant taxes, business licenses for tourism, and in addition, it also absorbs labor from both formal and informal sectors. Development of tourism is implemented across sectors involving many institutions, both locally and regionally.

In 2015, based on data from The Ministry of Tourism, the macro national tourism shows the development and tourism contribution to be increasingly significant to the national Gross Domestic Product (GDP). 4.23 % of GDP worth 461.36 trillion rupiah, with a resulting increase in foreign exchange of US \$ 11.9 billion, and a tourism workforce as high as 12.16 million people. The increasing number of foreign tourists now makes up 10.4 million people and there are 255.20 million domestic tourists (Ministry of Tourism, 2016).

Since the emergence of tourism industry in Indonesia, Bali has been the premier destination, with YSR as the second core region for tourism development. YSR acts as an accommodation base for visitors to the nearby temple complexes of Prambanan and Borobudur (both UNESCO World Heritage Sites) and is increasingly marketed as the cultural heart of Java. The city grew around the Sultan's *Keraton*, an eighteenth-century

walled palace where the present Sultan resides. YSR is known for its cultural attractions such as traditional Javanese dance and Leather Shadow Puppets (*Wayang Kulit*), Traditional Instruments (*Gamelan*), and it produces handicrafts such as Batik, clothing, masks, leather, and silverware. Those all being promoted as “typical” *Yogyanese* tourist attractions by both government agencies and tourism industry, who promote YSR as the cultural heart of Central Java. In the global tourism market, the image of ‘*Yogyanese*’ assets represent the dominant image of Indonesia which may illustrate the centrality of Yogyakarta to Indonesian identity² (Dahles, 2002, pp. 788-789).

It goes without saying that tourism in YSR is one of essential business which supports its economic growth. In its report, The Bank of Indonesia (2015) stated that the accommodation, food and beverage sectors support an average share 9.7 % of total YSR’s Gross Regional Domestic Product (GRDP). The tourism industry also supports (indirectly) other sectors like production, trade, transportation, information and communications with a total share of 36.2 % of the GRDP. For years the role of tourism on GRDP has grown, which has been supported by growth in the number of tourists. In 2014, 3.8 million tourists visited YSR. Because of tourism’s huge contribution, the government of YSR set a long-term vision “YSR as the leading center for education, culture and tourism destination in Southeast Asia Region toward independent and prosperous community in 2025” (Local Regulation Number 2 of 2009 about the Long-Term Development Plan for the Year 2005-2025). To support this goal, in the context of tourism, YSR’s Tourism Agency sets its vision to develop YSR to be a world-class, competitive and sustainable leading culture-based tourism destination in Southeast Asia (Local Regulation Number 1 of 2012 about Master Plan for Regional Tourism Development (RIPPARDA)).

YSR is also unique because it is the only region in Indonesia that is still governed by a pre-colonial monarchy, the Sultan of Yogyakarta, who serves as the hereditary

² In the context of expressing the culture as a regional identity, YSR has the privilege which contrasts with other regions’ struggles where expressions of cultural identity are either suppressed or marginalized or selectively reconstructed and orchestrated by the central government. The tourism industry portrayed YSR as multifaceted cultural heritage, it represents the diverse religious and culture that has characterized the area through the ages, it represents the struggle to independence and unity, it also represents the uniqueness of a traditional Javanese culture (Dahles, 2001).

governor of the region. Since the enactment of the first regional autonomy law in 1999³ immediately after the end of the New Order era, The Indonesian Government eagerly implementing decentralization. Among the 34 provinces in Indonesia, there are several provinces or regions with special autonomy. While implementing a uniform approach, The Indonesian Government wisely responded to the challenges of local dissatisfaction, regional rebellions, and specific local needs by implementing decentralization policy known as an asymmetric approach. The asymmetric design in Indonesia is due to several cases; conflict (Aceh & Papua), culture (Yogyakarta Special Region), economy (Batam), borders (Kalimantan), and the capital city (Jakarta) (Kurniadi, 2012, pp. 8-9). From the relationship between a central and a local point of view, the regions given special autonomy are asymmetric compared to other regions in terms of authority, institutional, financial and supervision (Tasrin.et al, 2012, p. vii).

1.1.2 The Special Autonomy of the Yogyakarta Special Region

The central government enacted Law Number 13 of 2012 about Yogyakarta Special Region's Privileges in order to legalize the autonomy of YSR. As a consequence of the implementation of the asymmetric decentralization policy, the special status of regions obtained some of additional powers along with additional resources in accordance with the legal basis that accompanied it. In the context of YSR, Law Number 13 of 2012 granted five additional affairs aside from the standard affairs⁴, which were the authority to appoint the Governor and Vice Governor⁵, the arrangement of institutions, cultural, land

³ In 1999 the national parliament approved two laws on decentralization. Law Number 22 regulates administrative decentralization, while Law Number 25 regulates financial administration. The first set of implementing regulations for Law Number 22 was published early in May 2000. These two laws indicate central government's seriousness about democratic decentralization, which aims to maximize the regional authority in establishing its independence, not just managing the budget and how its turn the wheel of its control, furthermore how each region is able to maximize its potential resources.

⁴ Based on Law number 23 of 2014 the classification of government affairs consists of three affairs namely the absolute government affairs, the concurrent government affairs, and general affairs. Absolute governmental affairs are government's affairs in which entirely under the authority of the central government (foreign policy, defense, security, judicial, national monetary and fiscal and religion). Concurrent affairs are government's affairs undertaken jointly by the Central Government, Provincial Governments and District / City Governments (e.g. education, health, housing, and environment). General affairs are government affairs which related to the authority of the President as Head of Government.

⁵ Between five additional affairs (special affairs) the most noticeable is the affairs to appoint the Governor and Vice Governor. The Sultan of Yogyakarta is installed as the Governor and the Pakualam is installed as the Vice Governor, and both are heredity positions. The affair over land is in regard to ownership and land management rights. In YSR, all the

tenure, and spatial planning⁶. The Law Number 13 of 2012 also regulates Special Autonomy Funds (*Dana Keistimewaan*), additional funds allocated specifically to fund the five additional affairs.

However, unlike the implementation of standard affairs, in carrying out the additional affairs, the responsibilities and duties are undertaken by Regional Deputy, Head of Culture Agency and Head of General Work, Housing, and Mineral Energy Resources Agency. In implementing their duties and responsibilities, they may delegate part of the responsibilities and duties to their work units, bureaus, other YSR's agencies and agencies in regencies/ municipality (Governor Regulation Number 5 of 2014 about Duties and Functions of the Regional Institutions in the Implementation of Special Affairs).

In the context of tourism, to implement the cultural affairs, YSR sets up the cultural tourism development program. The cultural tourism development program is the term used in this study which refers to programs carried out by YSR's Tourism Agency that are funded by Special Autonomy Funds and dedicated to implement the cultural affairs in tourism. What is meant by implementing the cultural affairs in tourism is to carry out tourism activities that develop, preserve and utilize *Yogjanese* culture (Special Regulation Number 1 of 2015 about the Amendment on YSR's Special Regulation of Number 1 of 2013 about Authority in YSR's Special Affairs).

In implementing the cultural tourism development program (Figure 1), the Tourism Agency has to coordinates and reports to the Culture Agency. The Culture Agency as the coordinator of cultural affairs, reports to the Governor, then the Governor will reports the implementation of cultural tourism development program to the Ministry of Home Affairs.

land belongs to the palace (Sultan Grounds), except for the Adikarta land (now Kulon Progo Region) which belongs to Puro Pakualaman (Pakualaman Grounds). In 1960 the central government issued the Basic Agrarian Law (UUPA) trough out Indonesia, which among other things, eradicated feudal rights in land and also eliminated the right of the kingdom over land that they hold. Currently, the Sultan's privileges as landowner only exist in YSR. However, with permission (*Kekancingan*) from the Palace and the Puro, people have the right to use the land, but do not have the property ownership rights. (Based on interview with interviewee LB.1 on March 15th, 2017).

⁶ Regarding the spatial planning affair, it is related to constructing the spatial planning of YSR which is heavily influenced by cultural values. The affair in arrangement of institutions is regarding the affair given to establish institutions to support the implementation of cultural affair, land tenure and spatial planning in YSR. The affairs that most funded is the cultural affairs, as Sultan of Yogyakarta and Pakualam has the obligation to protect, preserve, develop and utilize Javanese culture which is deeply rooted in YSR (Law Number 13 of 2012 about YRS's Privilege).

For regular tourism program⁷ coordination, the lowest level of technical implementer is the tourism agency. It is obliged to implement the tourism policies and reports to the governor, and the Governor shall be responsible for the implementation of tourism policies to the central government through the Ministry of Tourism.

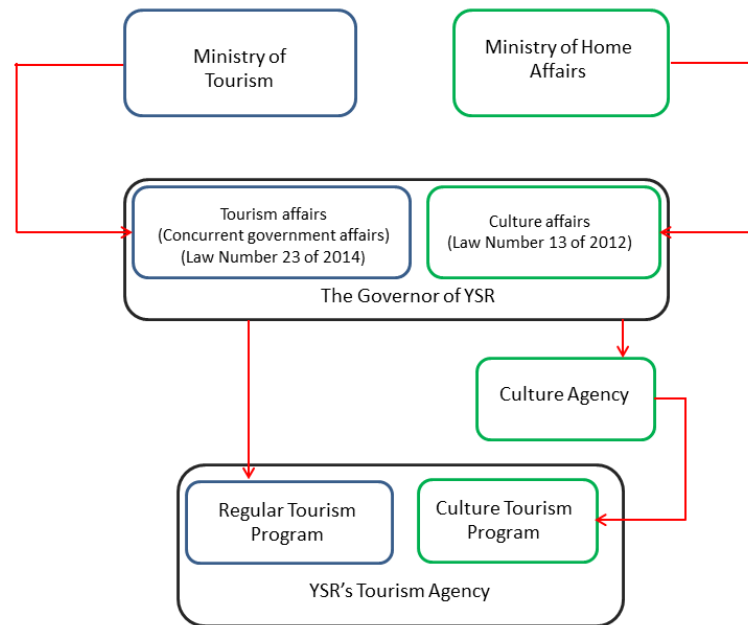


Figure 1. The coordination line in carrying out the cultural affairs in tourism of the Yogyakarta Special Region

Source: Author's illustration based on the Law Number 23 of 2014⁸ about Local Government, Law Number 12 of 2013 about YSR's Privilege and YSR's Governor Regulation Number 5 of 2014 about Duties and Functions of the Regional Institutions in the Implementation of Special Affairs.

Based on YSR's RIPPARDA⁹ to achieve the 2025's goal to develop YSR to be a world-class, competitive and sustainable leading cultural tourism¹⁰ destination in Southeast

⁷ The regular tourism program is the term used in this study which refers to tourism programs other than programs that support culture affair. Programs included in this term are tourism programs related to natural based tourism and man-made tourism.

⁸ Law Number 23 of 2014 is the latest amendments which regulate the local government, after the Law Number 32 of 2004 about Local Government

⁹ Yogyakarta Special Region's Master Plan for Regional Tourism Development (RIPPARDA) is a regional development planning document for the period of 13 years commencing from 2012 to 2025. The master plan is divided into three

Asia, there are of two indicators, the length of stay of domestic and foreign tourists and the number of tourists. The target regarding the number of domestic tourists in the end of the first phase (2014) was 1.5 million people, the realization was more than 3 million people. As for the foreign tourists, the target was 220.815 people, the realization was 254.213 people, which was also more than the target (Figure 2. a).

However, regarding the length of stay of domestic and foreign tourists, of the target 2.33 days for foreign tourists and 2.24 days for domestic tourists, both were not achieved. The length of stay for domestic tourists in 2014 was 1.59 days, as for foreign tourists was 1.88 days. Since 2011, the length of stay for both domestic and foreign tourist never surpassed 2.0 days (Figure 2.b). Even compared to the average stays of foreign tourist in Indonesia, YRS's is considered low. Foreign tourist's average stays in Indonesia is 2.81 days (Bisri, 2017, p. 3).

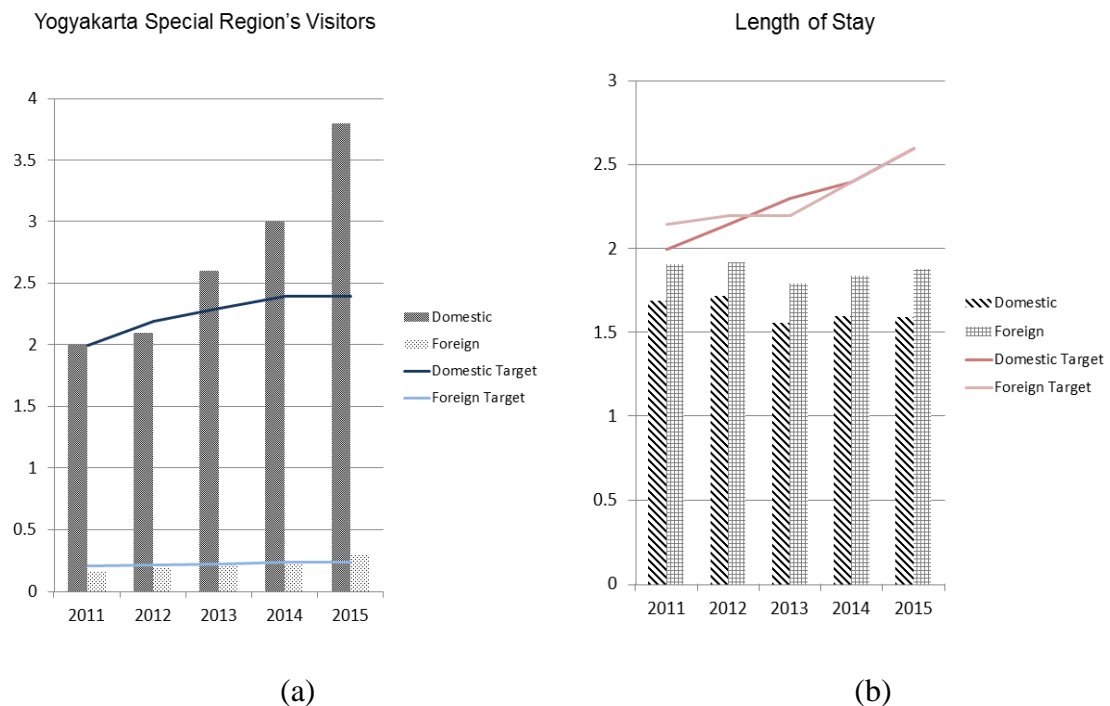


Figure 2. (a) The number of tourists visiting YSR (in millions), (b) The average length of stay in YSR (days)

phases, the first phase is in the period of 2012 - 2014, second phase is in the period of 2015-2019, and the third phase is in the period of 2020-2025.

¹⁰ Cultural tourism is defined by the World Tourism Organization as "trips, whose main or concomitant goal is visiting the sites and events whose cultural and historical value has turn them being a part of the cultural heritage of a community"(UNWTO, 2013).

Source: YRS's Tourism Statistic Book of 2015 and Tourism Agency's Strategic Plan, modified

1.2 Problem Statement and Research Questions

Tourism contribution in Indonesia is increasingly significant to the national Gross Domestic Product (GDP). The previous description and the presented data show that tourism also plays an important role for YSR. Nevertheless, there is still a problem to reach the 2025's goal, one of the indicators regarding the tourist's length of stay is unfulfilled.

With the Law Number 13 of 2012 about the YSR's Privilege, YSR is granted with five additional affairs and to exercise these affairs the central government allocated the Special Autonomy Funds (*Dana Keistimewaan*). The additional funds and special autonomy in cultural affairs is an opportunity for YSR to develop cultural tourism which is the focus of YSR's tourism.

Therefore, this study is trying to investigate the implementation of tourism policy in YSR. The main question of this study is how the Yogyakarta Special Region's Tourism Agency's cultural tourism development program is implemented, specifically:

- a. What are the factors affecting tourism policy implementation in the cultural tourism development program?
- b. Which factor supports the most in the implementation of the cultural tourism development program?

1.3 Goals and Objectives

The objective of this study is to investigate the implementation of tourism policy in YSR using the conceptual framework with empirical evidence. How the cultural tourism development program is implemented, identify the obstacles and problems that occur in the implementation. This study also investigates factors affecting tourism policy implementation in the cultural tourism development programs, which factors are the

constraints and support the efforts to implement the cultural tourism development program.

By understanding the implementation of the cultural tourism development program, this study will identify whether the implementations are in line with the grand design to achieve the goal. By identifying the constraints, this study will be able to provide feedback to the policy makers.

1.4 Chapter Organization

This study consists of five chapters. The first chapter contains background that describes the development of tourism in Indonesia and YSR, a problem statement and research questions, goals and objectives of this study, and chapter organization. The second chapter is the literature review which consists of a brief explanation and theories about study and approaches of policy implementation, hypothesis, and the theoretical framework.

The third chapter is about the methodology of this research, research method, respondents, data collection, and data analysis. The fourth chapter contains description of cases and analysis, the analysis of each factor; inter-organizational relations and coordination, resources, and interest group. The fifth chapter is the conclusions about this research and also recommendations for YSR's government.

II. LITERATURE REVIEW

In this chapter, a conceptual framework describing the factors affecting the implementation of tourism policy is developed based on studies regarding the implementation of general public policies, and tourism policy implementation. This conceptual framework provided a foundation to understand the implementation of tourism policy.

2.1 Policy Implementation

2.1.1 The Significance of Policy Implementation

Policy Implementation defined by Van Horn & Van Meter (1975) as “...those actions by public and private individual (or groups) that are the achievement or objectives set forth in prior policy” (p. 447). While Mazmanian & Sabatier (1980) said that “implementation is the carrying out of basic policy decision usually incorporated in a statute but which can also take the form of important executive orders or court decisions” (p. 540). To put it in a simple conclusion, implementation is the action after policy assigned, the way a policy achieves its goals and this phase is the policy formulation connector to the expected outcome.

Policy implementation studies are significant for the developing world especially with respect to tourism which is employed as a national and regional tool for national development (Krutwayscho, 2003, p. 13). In addition, Krutwayscho & Bramwell (2010, p. 670) pointed out that the policy implementation is exceptionally important for the tourism industry because in practice numerous tourism plans and regulations are not applied or are only partially applied. This issue is also important because it reflects government’s goal and intentions as well as the extent to which the government can convert these intentions into action.

Hall & Page (2000) emphasized the dire consequences of policies which when not well-implemented lead to illegal activities such as illegal street guides and sex encounters, environment degradation, sex tourism and child prostitution. In addition, poor tourism implementation can lead to long-term adverse consequences for the society and economy of the destination, including a decline in the area's attraction for tourists (Krutwayscho, 2003, p. 1).

However, even though this issue is considered vital, the development of research policy implementation in the tourism field is regarded as a “late bloomer” (Santa, 2010, p. 53), the literature on tourism policy is sparse (Hall & Jenkins, 1995, p. 2), and consequently the studies of tourism policy implementation even less (Dodds, 2010, p. 35).

2.1.2 Policy Implementation Approaches

The rise of policy implementation study was started in the early 1970s notably in the United States of America. Most implementation researchers regard Pressman & Wildavsky (1973) as the first noticeable scholars who discuss policy implementation in their book “Implementation”. The book discusses a case study of an economic development program in Oakland California which was created to stimulate minority employment, which failed due to the complexity of the relationship between actors involved. Afterward, the study of policy implementation gradually developed. The study carried out by Pressman & Wildavsky incites scholars that the implementation is a multifaceted and complex process, this is understandable because implementation process involved many variable interactions. Many scholars then focused on identifying factors that affect the failure or success of a policy.

Researchers then came up with recommendations on how to achieve policy goals by developing implementation models based on their study. A widely used concept in the policy implementation literature distinguishes between top-down and bottom-up approaches. The first attempt at presenting a top-down model based approach formulated by Van Meter & Van Horn known as A Model of the Policy Implementation (1975). This model explains that the performance of the policy is influenced by several interrelated variables. Their models consisted of six variables: (1) standards and objectives; (2) Resources; (3) Inter-organizational communication and enforcement activities; (4) characteristics of the implementing agencies; (5) economic, social, and political conditions; (6) the dispositions of implementers (p. 483).

Another top-down model was developed by Edwards in 1980. In reviewing the implementation of public policy, Edwards began by asking two questions: what is the precondition for a successful policy implementation; what are the primary obstacles to a successful policy implementation. To answers these questions Edwards proposed a

framework in which four of the reasons that influence policy implementation are identified: (1) communication; (2) resources; (3) enforcement trends; (4) bureaucratic structure (p. 148).

One of the other frameworks “top-down” was developed in 1980 by Sabatier & Mazmanian. They suggested that if most of the principal conditions presented in their framework are adequately met then the implementation will go well. The framework developed by Mazmanian & Sabatier emphasizes a host of sub-components under three basic independent variables that most affect successful implementation: the tractability of the problems involved, the extent to which statutes structure the effective execution of public policy, and non -statutory variables influencing implementation (p. 541).

Top down approaches are mostly focusing on the policy makers’ point of view. Models proposed by Van Horn & Van Meter, Edwards, and Mazmanian & Sabatier, emphasize the importance of policy makers. The factors affecting implementation can be manipulated at central level. Another trait of top-down approaches is the hierarchy levels, the policies are dependent on the clarity of superior’s instructions to their subordinates and how the leaders supervise them. Although the work of researchers using top-down approach has given many contributions to the effort to understand the relation of policy implementation, many scholars feel dissatisfied with the top-down approach, mostly regarding the fact that it seems to ignore other actors that are involved in the implementation process¹¹.

Developed in response to top-down models, bottom-up or adaptive theories argue that successful policy implementation must consider the interaction of policy and local context (micro-level institutional settings), local actors, and social differences among target communities. Scholars like Lipsky (1971,1980) believes that policy implementation should focuses on how local communities or street- level bureaucrats¹². Lipsky (1980) argued that “the decisions of street-level bureaucrats, the routines they establish and the devices they invent to cope with uncertainty and work pressures, effectively become the public policies

¹¹ Most scholars’ critic toward top down approach is on how it is focusing only on policy maker as the main actor, as if other actors like private sectors and street level bureaucrats are not important in policy implementation. This approach also claimed to be difficult to apply in a case in which there are no dominant actors or policy. In some cases, a public problem attracted the attention of many parties so that efforts to overcome the problem not only involve government but also private and public (Purwanto & Sulistyastuti, 2012)

¹² Lipsky (1980) defines street-level bureaucrats as public service workers who interact directly with citizen in the course of their jobs, and who has substantial discretion in the execution of their work (e.g. teachers, police officers, social workers, judges) (p. 3).

they carry out” (p. xii). Lipsky also linked goals and performance, organizational structure, resources and the individual practitioner in his explanation of the policy-making–implementation field.

Paul Berman (1978) echoed Lipsky's view on how public policy is not best understood as made in legislatures or elites administrators. He suggested that the differences between the processes of macro- and micro-implementation arise from their distinct multiple-actor institutional settings. Whereas micro-implementation is a local delivery organization, the institutional setting for macro-implementation is an entire policy sector, spanning federal to local levels (p. 10). The effective power to determine a policy's outcome rests, therefore, not with the original policymakers but with local deliverers who operate at the micro-implementation level.

One of the prominent characteristics of bottom up approaches is policy network approach by mapping the actors, starting from the lowest level. This approach is useful to apply in a case in which there is no a dominant actor or policy. Nonetheless, similar to the top-down approach, this approach tends to emphasize a particular actor.

However, both approaches were argued to be incomprehensive in explaining the failures of policy implementation. Increasingly, the literature has focused on combining (micro-level variables of) bottom-up and (macro-level variables of) top-down approaches in implementation research in order to benefit from the strengths of both approaches and enable different levels to interact regularly. One attempt is by Elmore (1985) who proposed to combine his work on "backward mapping" which was a bottom up perspective, with "forward mapping", the term refers to "top down" specifications such to policy instruments, clarity of goals, resources, etc. In this combination, he stated that policy makers must pay attention to political institutions, and other resources that are available and the ultimate goal of motivating groups (pp. 7-10).

A more elaborate 'theory-building' attempt at synthesis is undertaken by Paul Sabatier (1986) who suggests an advocacy coalition framework of policy implementation. It is a policy making framework to deal with intense public policy problem. An advocacy coalition contains “people from a variety of positions (elected and agency officials, interest group leaders, researchers) who share a particular belief system—i.e. a set of basic values, causal

assumptions, and problem perceptions—and who show a non-trivial degree of coordinated activity over time” (p. 39). Many scholars believe that Advocacy Coalition Framework is the most well-established framework to explain policy implementation.

2.1.3 Tourism Policy Implementation Approaches

It is difficult to say which factors or conditions facilitate successful implementation since so much depends on various factors. Therefore, no ‘one-size-fits-all’ policy exists. However, this has not stopped some scholars from trying to come up with the most important factors for certain policy areas. In the tourism context, because the nature of tourism is complex and multi-dimensional, some scholars (Wang & Ap, 2013; Futohinia, 2014) proposed a “mix” approach to investigating tourism policy implementation.

Wang & Ap (2013) research’s aim was to provide frameworks and theories regarding the implementation of tourism policy by considering the factors identified in both the top-down and bottom-up approaches in their study on tourism policy implementation in China’s Local Government. They propose four factors which affect tourism policy implementation namely; the macro-environment (i.e. economic and social environment); institutional arrangements (i.e. public administrative arrangements and the values and understanding of tourism and tourism administration); inter-organizational relations and coordination; and interest group. The research concluded that the effectiveness of tourism policy implementation depends on the co-ordination and co-operation of the local Tourist Agency organizations with other government organizations. The influence of interest groups as suggested in the conceptual framework was weak in China.

A similar study carried out by Futohinia in 2014, which focused in the Islamic Republic of Iran, with the guidance of the synthesis approach (complex of both top-down and bottom-up perspectives) and by considering studies in tourism policy, reviewed the effective factors influencing policy implementation in the tourism industry of Islamic Republic of Iran. It was found that five factors including public policy, macro and micro environment, institutional arrangements, inter-organizational relations and inter organizational coordination and interest groups were influential in the implementation of tourism policy.

This research will adopt the framework suggested by Wang & Ap (2013), with some modification. The selection to adopt the framework is because it provides comprehensive means to explore the factors affecting the implementation of tourism policy in a wider societal context and environment. Hence, some modifications are made to match the case study in YSR. The macro environment factor is omitted because of the scope of this research is in local government. The institutional arrangement will be discussed as part of inter-organizational cooperation and coordination due to their close and related relationship. However, regarding the importance of resources in policy implementation¹³, resources factor is added as one of the factors. Therefore in this research three factors are suggested: 1) inter-organizational relations and coordination; 2) resources and 3) interest groups.

Specifically, the inter-organizational relations and coordination determine the effectiveness of tourism policy implementation while political institutions determine the style of government intervention in tourism public administration and the nature of the formal relationship between the Tourism Administration Organizations (TAOs) and other government organizations. Resources always play vital a role in the implementation process. In addition, interest groups are becoming more and more influential in the tourism policy implementation process. The three factors are introduced in detail in the subsequent sections.

1) Inter-organizational Relations and Coordination.

In the framework offered by Wang & Ap (2013), they differentiate the Institutional arrangement with inter-organizational relations and coordination (p. 223). But in this study, the two variables are combined due to the relationship of both. The relationship between the two variables is also mentioned by Hall & Jenkins (1995), “there are two particular studies relevant to institutional approaches which are inter-organizational and intra-organizational relations” (p. 27).

An inter organizational relation exists when two or more organizations interact and trade resources with each other when they perceive mutual benefits from interacting

¹³ In many researches carried out regarding tourism policy in several regions in Indonesia, emphasizing the insufficient resources lead to inefficient policy implementation and failure (Hernawan & Pratidina, 2015; Jupir, 2013)

(exchange perspective) or they intend to gain scarce resources¹⁴. The organizations involved are most likely interact with each other in order to gain the resources needed for goal achievement, which is likely to be involved in medium to long-term relationships. The success of implementation, therefore, closely tied to whether these organizations interact and co-ordinate fragmented activities effectively so that all decisions, policies, and activities are consistent and coherent and not at cross-purposes (Hall, 1994). As for the form of inter-organizational coordination, there are different mechanisms based on price, authority, and trust, the inter-organizational coordination structure can take a number of forms such as an alliance, association, joint-venture, liaison office, and coordinating unit.

Yuksel & Yuksel (2000) explain that to investigate inter-organizational relations and coordination, one of the important parts to understand is administrative arrangements (p.804). Hall & Jenkins (1995) also emphasize the importance of administrative arrangement in tourism, they identify two kinds of rules and norms which govern Tourist Administrative Organizations' (TAO) behavior, namely: (1) administrative arrangements of the public administration system; and (2) understanding of tourism administration and tourism policy implementation, or values regarding tourism (p. 43). Firstly, the administrative arrangements refer to the structure of the public administration system and the division of authority and responsibilities among government organizations. The implementation of tourism policy may cross several public administrative domains considering that the tourism industry is multi sectorial and fragmented. Therefore, it is important to understand the role and position of the TAO and its legitimate relations within government organizations, which are prescribed by the administrative arrangements. Secondly, values and an understanding of the role and functions tourism administration and policy implementation refer to the government officials' understanding and their values (Hall & Jenkins, 1995).

2) Resources

Each stage of implementation requires resources in accordance with the work implied by a politically determined policy. Scholars emphasized the importance of resources in the implementation process, without sufficient resources the implementation becomes

¹⁴ As a multi sectorial and fragmented industry, tourism is made up of a varied set of organizations, each of which controls variety of resources to a differing extent, including capital, technology, personnel and knowledge (Yuksel & Yuksel, 2000)

ineffective. In the tourism context, human resources, financial and facilities such as infrastructure are important parts of successful policy implementation (Hernawan & Pratidina, 2013, p.102). The financial resource is crucial for the development of tourism. It allows infrastructure development such as roads, railways, airports, power, and water. (Elliot, 1997, p. 108).

Human resource is one of the variables that influence the success and failure of policy implementers. The ability to implement policies may be hindered by overworked and poorly trained staff (Van Meter & Van Horn, 1975, p. 480). Therefore, there must be accuracy and appropriateness between the number of staff required and the expertise they possess in accordance with the job tasks they deal with.

3) Interest Groups

Unlike the other factors which come from the top down approach, interest groups is a factor which promotes by bottom up approach. The influence of interest groups on the tourism policy process has been widely recognized. Interest groups are an integral component of the tourism policy making process and of institutional arrangements and can be classified as producer, on-producer and single interest groups (Hall & Jenkins, 1995, p. 49). The relationships between government and interest groups may be conceptualized from three perspectives, namely: 1) statism; 2) pluralism; and 3) neo-corporatism (Eising, 2004, p. 217). Statism refers to the mode that government is the dominant player in policy making with interest groups consulted after policymaking. Pluralism refers to the mode where government plays the role of referee in mediating the pursuit of individual interests. Neo-corporatism refers to the mode where the associational setting is highly centralized with main associations fully representing their domains.

2.2 Hypothesis

After the enactment of The Law Number 13 of 2012 about The YRS' Privileges, YSR is granted with additional affairs and funds to implement them. In order to implement those additional affairs, a modified coordination management is applied. Therefore, the hypothesis of this study is that resource and inter-organization relations and coordination are dominant in the implementation of cultural tourism development programs.

2.3 Theoretical Framework

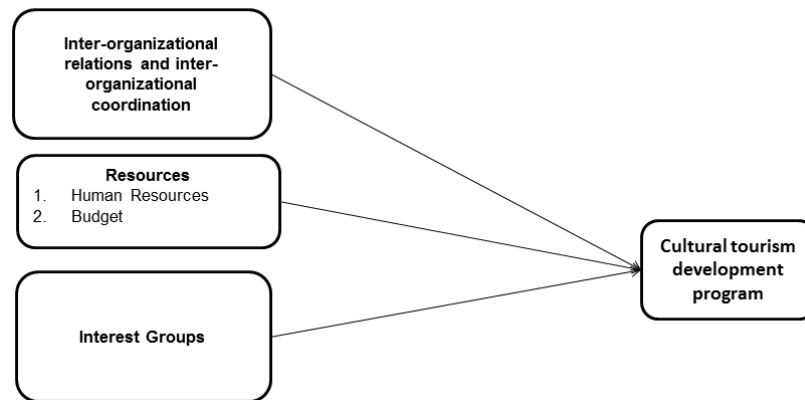


Figure 3. The theoretical framework of factors influencing tourism policy implementation.

Source: Author's illustration

Inter-organizational relations and coordination is a factor that affects the implementation of cultural tourism development program. In this study, it is related to formal and informal rules and procedures that regulate the interactions between institutions, a division of authority and responsibility of the institutions involved, communication and coordination among the organizations, and the implementers understanding about the values and goals of tourism in YSR.

Resources is a factor that affects the implementation of cultural tourism development program. In this study, it is related to human resources and budget in implementing the cultural tourism development program.

Interest Groups is one of the factors that affect the implementation of culture tourism development program. In this study, it related to the involvement of interest group like hotel owns, tour agents in the cultural tourism development program, it's planning, monitoring and evaluating.

Culture tourism development program is the term used in this study which refers to programs carry out by YSR's Tourism Agency, funded by the Special Autonomy Funds and dedicated to implementing the cultural affairs in tourism.

III. RESEARCH METHODOLOGY

This chapter describes the methods which are used as a guideline in conducting the research. In this part, the research methods including location, variables and indicators, data collection technique and the method to analyse the data.

3.1 Research Method, Respondents, and Data Collection

This study uses a qualitative approach with case studies because the nature of the problem is complex and the purpose of the study is to develop an in-depth understanding of the problems and issues relating to policy implementation (Jennings, 2001). This research began in September 2016, and from February to July 2017 (Appendix D).

One of the most important sources of case study evidence is the interview (Yin, 2014, p.110). Semi structured interviews were conducted with interviewees from the insiders of tourism policy implementation, such as government officials who responsible for tourism policy-making and implementation. Stakeholders like Association of Hotels and Restaurants Indonesia (PHRI) Association of the Indonesian Tours and Travel Agencies (ASITA) and tourism scholars (Appendix C).

The interviews focused on two questions: (1) how does the Tourism Agency implement the cultural tourism development program? This question aims to clarify the context of tourism policy implementation. Some further questions were asked depending on interviewees' responses, such as (a) how does the Tourist Agency coordinate/communicate/co-operate with other government organizations? (b) What is the nature of the relationship between the Tourism Agency and other government organizations? (c) How is the implementation of the cultural tourism development program monitored/ supervised? And (2) what are the factors that constrain or facilitate the implementation of the cultural tourism development program? This open-ended question aims to identify any factors affecting the implementation of tourism policy and to differentiate facilitators and constraints.

Secondary data was also collected and used to supplement the primary data. The secondary data collected for this study came from a wide variety of sources, such as internal government documents, government publications, and newspapers and magazines. In order to increase the trustworthiness of this study, the data was collected from multiple sources, and the case study database included interview audio-records, interview transcripts, and memos. All the materials were content analyzed and coded. The codes which were derived from the data together with memo taking provided the evidence.

3.2 Research Site

The location of this study is in The Yogyakarta Special Region (*Daerah Istimewa Yogyakarta*). YSR is one of Indonesia's 34 provinces. It is bordered by the Indonesian Ocean to the south, and to the north east, south east, west, and north west is bordered by Central Java Province. Yogyakarta Special Region consists of 4 regencies and 1 municipality: Kulonprogo Regency, Bantul Regency, Gunungkidul Regency, Sleman Regency, and Yogyakarta City (Kementerian Dalam Negeri, 2017).



Figure 4. Administrative Map of the Yogyakarta Special Region

Source: <http://dppka.jogjaprov.go.id>, modified

YSR provides a fascinating environment in which to explore the issues regarding the implementation of tourism policy for two reasons. Firstly, YSR, as one of the region with the special autonomy in Indonesia is a very interesting “laboratory” to investigate tourism policy implementation.

Second, YSR is one of the leading tourist destinations in Indonesia and tourism makes an important contribution to its economy. Considering that the objective of this study is to investigate the conceptual framework with empirical experience, places where tourism make a major contribution to the local economy would provide a richer context than places where tourism is less known and less developed.

3.3 Variable and Indicators

In order to analyze and identify factors affecting tourism policy implementation of tourism policy in YSR, there are three independent variables which will be explored. The variables and indicators are;

Table 1. The Variables and Indicators

Dependent variable	Independent variables	Indicators
Culture tourism development programs	Inter-organizational Relations and Coordination	<ul style="list-style-type: none"> a. The formal and informal rules and procedures that regulate the interactions between institutions. b. Clear division of authority and responsibility and no overlapping responsibilities and autonomy of the institutions involved. c. Effective communication and coordination among the organizations. d. Implementers understand the values and goals of tourism (develop, preserve and utilize culture) in YSR.
	Resources	a. Sufficient number of human resources in Yogyakarta Tourism Agency (based on analysis by Local Civil Service Agency)

		<ul style="list-style-type: none"> b. Adequate education background of human resources in the YSR's Tourism Agency (based on analysis by Local Civil Service Agency) c. An appropriate amount of fund to implement the cultural tourism development program.
	Interest Groups	<ul style="list-style-type: none"> a. Involvement in the cultural tourism development program, it's planning, monitoring and evaluating.

3.4 Data Analysis Method

First of all, the audio recorded interviews were transcribed into Bahasa Indonesia and then translated into English. The written English version was compared with the original version (both written and taped) and adjustments were made, if necessary. An interview summary form was written after each interview to record basic information about the interviewee, summarize the interview content, and provide a reference for the next interview. The interview result is analysed based on the indicators and presented to describe the findings on the implementation of the cultural tourism development program in YSR. The collected government documents were numbered and summarized in a document summary form. Marginal notes and memos were written regularly from the beginning of data collection.

To control possible bias, a triangulation method was employed by cross-checking multiple data sources. The results of observations, interview records, documents and field notes obtained from the research will be examined carefully by using content analysis. The results of data analysis will be represented in the form of a narrative description augmented by tables and figures.

IV. PRESENTATION OF THE CASE WITH ANALYSIS AND DISCUSSION

This chapter is divided into two sections which describe the implementation of cultural tourism development programs. Firstly, culture tourism development programs will be explained to provide an overview of cultural tourism policy in YSR after the enactment of the Number 13 of 2012 about YSR's Privileges. Secondly, to answer the question about how the YSR Tourism Agency's cultural tourism development program implemented, the research findings on interviews tell about facts in the field related to inter-organization relations and coordination, resources and interest group in the implementation of cultural tourism development programs. This finding is expected to clarify factors that affected the implementation of cultural tourism development program.

4.1 Cultural tourism development program

As illustrated in Chapter I, YSR as a region with special autonomy status is legalized by Law Number 13 of 2012 about YSR's Privileges. With the establishment of the Act, YSR is granted with five additional affairs and to exercise these affairs the central government allocated the Special Autonomy Funds (*Dana Keistimewaan*) (Figure 5). According to Law Number 13 of 2012, Article 42 Paragraph (1), the Special Autonomy Funds is funds which originating from the state budget, allocated specifically to funded five additional affairs.

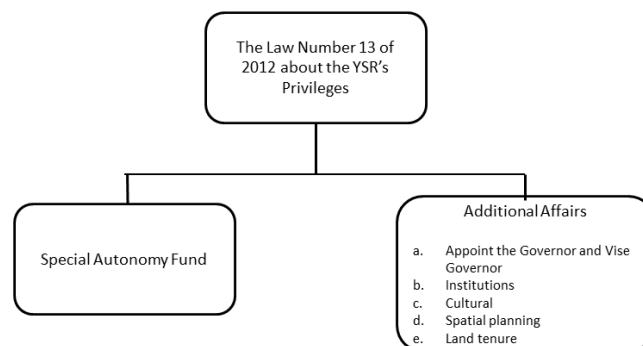


Figure 5. The implication of Law Number 13 of 2012 about YSR's Privileges

Source: Law Number 13 of 2012 about YSR's Privilege

Therefore, as one of the additional affairs given by the Law, cultural affairs of YSR and its regencies/ municipality will be funded by the Special Autonomy Funds. The coordinator of the implementation of cultural affairs is the Culture Agency, but for the implementation of activities of the specific fields like education and tourism, the Culture Agency can assign them to the relevant agencies¹⁵ (YSR's Governor Regulation Number 5 of 2014 about Duties and Functions of the Regional Institutions in the Implementation of Special Affairs).

In the context of tourism, the YSR government implements the cultural tourism development program. The cultural tourism development program is the term used in this study which refers to programs carried out by YSR's Tourism Agency, funded by the Special Autonomy Funds and dedicated to implementing the cultural affairs in tourism. Implementing the cultural affairs in tourism means to carry out tourism activities that develop, preserve and utilize *Yogianese* culture (Special Regulation Number 1 of 2015 about the Amendment on YSR's Special Regulation of Number 1 of 2013 regarding Authority in YSR's Special Affairs). For example by organizing events of YSR's cultural event regularly, such as Festival Bantul, Sleman, Yogyakarta, Gunungkidul, Kulonprogo, Dance Festival, Traditional Culinary Festival, utilizing heritage buildings for tourism, and promote YSR's cultural tourism.

Before the enactment of Law Number 13 of 2012 about YSR's Privilege, YSR's cultural tourism was regulated in RIPPARDA. Cultural tourism activities are included in sub activities of tourism event facilitation and organizing tourism events. The number of activities is not as many as other tourism activities, for example in 2012, from about ninety activities undertaken by the Tourism Agency there were only ten cultural tourism activities. After the enactment of Law Number 13 of 2012 about YSR's Privilege, cultural affairs became a major priority. Based on the guidelines from Blueprint of Cultural

¹⁵ YSR's Governor Regulation Number 5 of 2014 about Duties and Functions of the Regional Institutions in the Implementation of Special Affairs, in article 3 stated that responsibilities and duties of special affairs are undertaken by Regional Deputy, Head of Culture Agency and Head of Department of Work General, Housing and Energy of Mineral Resources Agency. In implementing their duties and responsibilities, they may delegate them to their work units, Bureaus, other YSR's agencies or agencies in regencies/ municipality.

Development, cultural tourism activities were increasingly encouraged. For example, in 2016 there are about fifty culture tourism activities implemented¹⁶.

4.2 Inter-organizational Relations and Coordination

The legal and institutional framework strongly influences the allocation of financial resources, determines duties to provide access to information, and is an important determinant of the hierarchical character of relationships in the organizational network (Yuksel &Yuksel, 2000, p. 804). In this context, YSR's Governor Regulation Number 5 of 2014 about Duties and Functions of the Regional Institutions in the Implementation of Special Affairs is the legal based for the determinant of the organizational relations. This Governor Regulation is a guideline for the execution of duties and functions of regional agencies in YSR in the implementation of special affairs.

In accordance with the provisions of law number 13 of 2012, a specific regulation on the use of special funds is the Governor Regulation Number 33 of 2015 about The Management of Special Autonomy Funds. Governor delegates the authority to manage the Special Autonomy Funds to the Regional Deputy, the Head of Cultural Agency, and the Head of Land and Spatial Planning Agency as a budget user (PA) on Special Autonomy Funds. The three organizations can assign bureaus, work units and regencies/municipality in YSR as budget user authority (KPA), to implement the five additional affairs. This arrangement is different with the regular budgeting process in which the PA's are usually the head of agencies and the KPA are their direct sub ordinates.

¹⁶ Based on data retrieve from Jogja Kendali (n.d.)

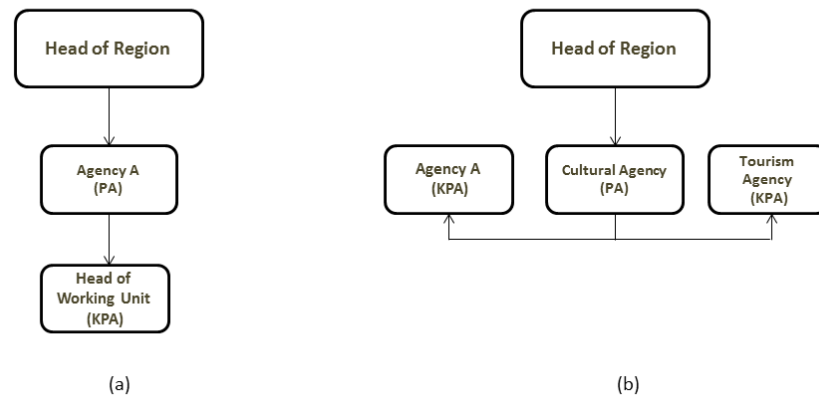


Figure 6. Comparison between the Regular Budgeting Arrangement and Budgeting Arrangement of Special Autonomous Funds (a) the coordination according to Government Regulation Number 58 of 2005 about Region's Finance. (b) the coordination according to Local Regulation Number 33 of 2016 about the Management of Special Funds.

Source: Author's Illustration based on the Government Regulation Number 58 of 2005 about Regional Financial Management and Government Regulation Number 33 of 2016 about the Management of the Special Autonomous Fund

Both, Governor Regulation Number 5 of 2014 and Governor Regulation Number 33 of 2015 regulate the relationship of the Tourism Agency as the technical implementer and the Culture Agency as the coordinator. Specifically on relationships related to the coordination, planning the program and reporting the results of the program. This study found that the coordination arrangement is effective in ensuring the implementation of culture development program is in line with the goal of supporting cultural affairs. Cultural Agency as the coordinator of cultural affairs implementation can ensure other agencies propose and implement activities that really support cultural affairs.

In practice, based on the interview, all the implementers admitted that it was not easy in the beginning because they have to adjust to the new coordination arrangement. However because the regulations provide clear mechanism, the Tourism Agency could manage the coordination. To optimize the coordination, the Tourism Agency and Cultural Agency hold a regular meeting every month, in addition for that, coordination by other

means like emails, group chats are used. Therefore, the coordination and communication between the Tourism Agency and Culture Agency are smooth.

In the context of guidance for technical implementations, in more specific regulation, YSR established the Local Regulation Number 1 of 2012 about RIPPARDA. RIPPARDA is an operational reference of tourism development for tourism actors, economic actors and social and cultural actors in the region, either directly or indirectly involved with the development of regional tourism¹⁷. Specifically for the implementation of the cultural tourism development programs, in 2014 YSR's Cultural Agency set up a blueprint for YSR's cultural development, which will serve as guidance for all stakeholders in developing YSR's culture¹⁸.

This study found that even though there was no official action from YSR's government to harmonize and synchronize these two documents, the documents are coherent and not at cross-purposes. In practice, there was a division of activities between two documents "... the infrastructure's development is based on RIPPARDA, as for culture based activities are based on the blueprint..."¹⁹. The Tourism Agency carried out activities related to infrastructure's development in tourist locations²⁰ based on the planning in RIPPARDA. As for the activities that should be implemented by the Tourism Agency to support culture affairs, based on the blueprint are activities like; (1) organizing regular YSR cultural events, such as Bantul Festival, Sleman, Yogyakarta, Gunungkidul, Kulonprogo, Dance Festival, Traditional Culinary Festival; (2) organizing cultural events, festivals, exhibitions, competitions, regular art and cultural awards; (3) communication, publication, promotion and documentation of YSR's artistic and cultural activities through

¹⁷ RIPPARDA is very important, because: (a) Provides a proper development direction to the potential of tourism (from the product, market, spatial, human resources, management); (b) Regulates the role of each relevant stakeholder (across sectors, across actors, across regions) in order to promote the development of synergistic and integrated tourism (Local Regulation Number 1 of 2012 about Master Plan of Regional Tourism Development Planning).

¹⁸ The blueprint was set up in 2014, after the enactment of the Law Number 13 of 2012 about YSR's Privilege. The blueprint provides description of YSR's cultural development until the year of 2025, from development at macro level and micro level. In addition, the blueprint also set up responsible agencies and related parties involved.

¹⁹ Based on interview with Interviewee TA.8. on June 15th, 2017.

²⁰ Based on the data retrieved from http://monevapbd.jogjapro.go.id:2016/ropk/fisik/rencana/kegiatan_id/49b114e10ea9ad8e6935c4dffa829a0 on July 2nd 2017

electronic media; (4) The implementation and facilitation of YSR cultural events overseas, the establishment of art and cultural objects necessary for the promotion, sending artists or cultural art activists to perform in the events; (5) monitoring and evaluation of cultural promotion events²¹.

In addition to clear division of power and authorities, good relations and coordination among organizations, Hall & Jenkins (1995) explained the importance of values²² in policy implementation (p. 35). Clear understanding and same perception about the values of the policy is very important among implementers. In the context of the cultural tourism development program, the goal is to carry out tourism activities that develop, preserve and utilize *Yogjanese* culture. This study found that there is a contradiction in the utilization of heritage buildings²³. For example, in 2004, Pesanggrahan Ambarukmo²⁴ was destroyed to build Ambarukmo Plaza. In 2014, there was the demolition of Tjan Bian Thiong, a city-level cultural heritage building, to build the Amaris Malioboro Hotel²⁵. The regulations²⁶ which regulate about the utilization of cultural heritage buildings clearly stated that the utilization should not alter the original form of cultural heritage buildings. Specifically, the Governor Regulation Number 40 of 2014 about the New Architecture Building Guide Regional Cultural Nuance states that

²¹ Annex of the Blueprint of YSR's Cultural Development

²² Hall & Jenkins (1995) quoted Henning who defines values as 'end, goals, interest, ethics, biases, attitudes, traditions, morals and objectives that change with human perception and with time, and that have a significant influence on power conflicts relating to policy' (p.35). They give an illustration, to declare an area of Wilderness Park rather than allow mining to be carried out may represent the dominance of environmental value over economic value.

²³ According to the Law Number 11 of 2010 about Cultural Heritage, Cultural Heritage Buildings are one of cultural heritage which defined as constructed arrangements made of natural or man-made objects to fulfil the needs of walled and non-walled, and roofed rooms.

²⁴ Pesanggrahan Ambarukmo is a building which belongs to the Sultan's Palace built during the reign of Sultan Hamengku Buwono V (1823-1855) and was completed during the reign of Sultan Hamengku Buwono VII (1877-1921). At first, the building was used royal guests awaited the arrival of the Sultan. That's where the Sultan usually receives guests from Surakarta Kasunanan Palace.

²⁵ Tjan Bian Thiong, a Chinese building that has been designated as Yogyakarta's Cultural Heritage Building in 2009 was turned into the 8-storey Amaris Malioboro Hotel.

²⁶ Law Number 11 of 2010 about Culture Heritage, Local Regulation of Yogyakarta Special Region Number 6 of 2012 about Cultural Heritage Preservation and Cultural Heritage, Governor Regulation Number 62 of 2013 about Cultural Heritage Preservation.

every building to be built in the cultural heritage must be adjusted to the architectural style of buildings in the area as one of the efforts to preserve the cultural area²⁷.

However regarding converting the values into specific activities, in the cultural tourism development program, all of the activities are related to preserving, developing and utilizing culture. Most of the activities are related to art and culture performances in several tourist destinations (see Appendix B.2). The activities also in accordance with what is regulated in the blueprint of cultural development. Therefore in the context of understanding the values or goals of tourism, there still inconsistency among implementers.

All in all, in the context of inter-organizational relations and coordination, there are formal and informal rules and procedures that regulate the interactions between institutions. Therefore there is also a clear division of authority and responsibility and no overlapping responsibilities and autonomy of the institutions involved. Even though there was difficult in adjusting to the line of coordination, the YSRs Tourism Agency could build effective communication and coordination with other organizations. The coordination arrangement with Culture Agency as coordinator makes the implementation of cultural tourism development program effective. The Cultural Agency can control activities that support cultural affairs in accordance with the Cultural Development Blueprint. However, there is inconsistency regarding implementers understanding about the values and goals of tourism in YSR.

²⁷ The issues regarding the utilization of heritage buildings show that, there are problems related to license issuing by local governments to the investors to operate commercial in cultural heritage buildings and the enforcement. In the case of Ambarukmo Plaza case for example, the argument from the investor is that the Sultan as the owner of the land and local government had given permission. Pesanggrahan Ambarukmo building is legally owned by the Sultan, so it is the Sultan right to give permission. It should be noted that the Sultan had also declared to be part of the Indonesian government that has a role to protect objects of cultural heritage in accordance with Law Number 11 of 2010, and of course it is not right for the Sultan to violate the regulation. According to Ratnasari, Sitorus and Tjahjono (2015) the government can supervise the cultural heritage through the Ministry of Agrarian and the Ministry of Education and Culture as well as the technical agencies in the management of building permit, to control the utilization of cultural heritage. Unfortunately, there has been no strict sanctions for the government or officials who neglected in enforcing cultural heritage building preservation's rules.

4.3 Resources

4.3.1 Budget

In the four years since 2013-2016, the disbursement of Special Funds from Central Government tended to increase. The budget allocation in 2014 increased significantly by 126.4% compared to the previous year (2013). While the budget of Special Autonomy Funds of YSR for Fiscal Year 2015 increased 4.5% from 2014 budget and 2016 budget equal to 2015. Based on the Minister of Finance Regulation 124 / PMK.07 / 2015 on the Procedures for Budgeting and Distribution of Special Autonomy Funds, the target of financial uptake of the Special Autonomy Funds activities is divided into 3 stages with the percentage of total budget. The distribution is Phase I of 15%, Phase II of 65% and Phase III of 20%. The budget scheme of the Special Autonomy Fund is a performance-based budget policy, which emphasizes the realization of the absorption and realization of physical performance at each stage, has reached at least 80% in each phase.

The additional budget for the implementation of the cultural tourism development program enables the tourism agency to optimize the budget from region's budget (APBD) and improve the quality and quantity of other programs. For example, with the Special Funds, the Tourism Agency can form the Village Tourism Development program. Previously Village Tourism Development is one of the sub programs of the Tourism Destination Development Program. With the formation of village tourism development programs allocation of development resources and guidance of tourist villages can be improved. The number of tourist villages has increased from 80 in 2014 to 112 in 2015 (Maharani, 2015).

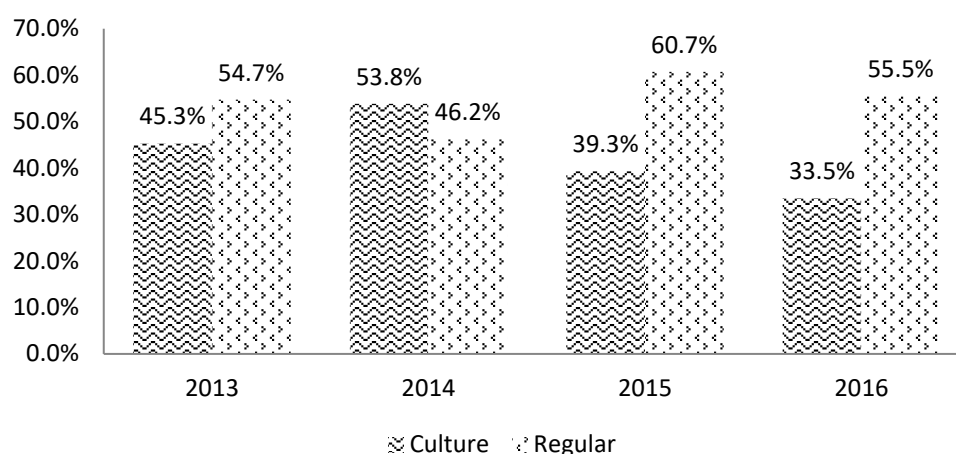


Figure 7. The percentage of activities' implemented by YSR Tourism Agency based on the fund

Source: Local Regulation about Regional Revenue and Expenditure Budget of 2013-2016 (Appendix), modified

The additional fund from the Special Autonomy Fund also develops existing programs and subprograms, such as increasing the number of participants, facilitate international level²⁸ activities. For example, the International Yogyakarta Heritage Walk, Jogja International Street Performance²⁹. Furthermore, the additional fund allows the Tourism Agency to develop facilities at the tourist location such as parking lots, amphitheatres, and kiosks.

4.3.2 Human Resources

Based on YSR's Tourist Agency report of 2015, there is 66 staff working in the Tourist Agency, with an educational background ranging from elementary school up to graduate school, and eleven people that have a tourism study background. Ideally,

²⁸ International level in this context means the scope of the event and the participants are not just from Indonesia but also from other countries.

²⁹ Jogja International Street Performance is an annual international performance art event designed by artists from Yogyakarta and YSR Tourism Agency which tries to embrace and involve artists from around the world. This idea based on the fact that in Yogyakarta, the climate of art grows fast and cultural art is well maintained (<http://jogjaartfestival.com>)

according to Governor Regulation about Job Qualifications for Civil Servants³⁰, there should be 103 personnel. The issue regarding the shortage of employees has been an endless topic of discussion. The head of YSR's Personnel Agency (BKD), Agus Supriyanto, said that every year about 300 civil servants in YSR government retire. In 2016 359 civil servants retired. Whereas the number of civil servants in the local government of YSR is only 7.200 people, the central government still impose a moratorium on civil servant's admission (Jiwana, 2016).

Regarding the issue of an insufficient number of staff, all the staff interviewed admitted that the shortage of employees has been a problem. Especially to implement the cultural tourism development program means additional workload. For example in the year of 2016, there were more than fifty sub programs of culture development program to manage. To deal with the limited resources, the Tourism Agency has some strategies: coordinate with other agencies by forming small teams, cooperate with event organizers especially when implementing sub programs which deal with art and culture performances, and involve communities in the implementation, for example organizing art and culture performances in the tourist villages, the community as the host of the event as well as performers

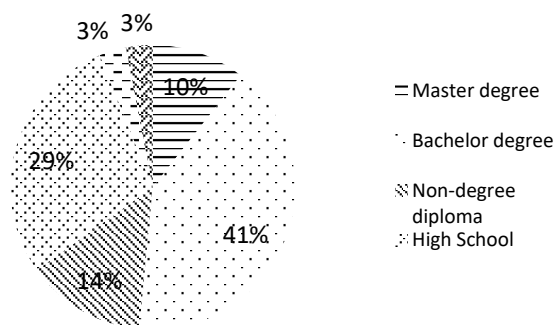


Figure 8. The composition of personnel in the Yogyakarta Special Region's Tourism Agency based on educational background.

Source: Yogyakarta Special Region's Tourist Agency report of 2015

³⁰ According to the Governor Regulation about Job Qualification for Civil Servants, the definition of job qualification is the administrative requirement that is determined for each position, so that the job can be done well.

In addition to the number of problems, skills are also a measure used to assess staff quality. According to the Governor Regulation Number 122 of 2015 about Civil Servant's Qualification, for Tourism Agency at least twenty personnel with tourism study background are needed. Lack of properly trained staff hinders policy implementation. Therefore, even though the insufficient number of staff is an important issue, the enhancement of human resource competence in the workplace through the improvement of knowledge, education, and training, can bring better changes (Jamning, 2014)

To increase the capacity of local government's apparatus of YSR to carry out their duties some technical training are held by the Education and Training Agency³¹. However, especially for tourism, the local government YSR's Training Agency has not provided training yet³². So, the Tourism Agency has to send its civil servants in training held by private training institute which is more costly³³.

To conclude, this study finds that in implementing the cultural tourism development program, resources is supporting factor. Even though there are issues regarding the number of personnel and qualification. YSR Tourism Agency has done some effort to overcome those issues. Therefore the lack of staff and qualifications do not impede implementation of the cultural tourism development program. In addition, the budget, the additional funds are supports the implementation of the cultural tourism development program.

³¹ The Education and Training Agency is an agency formed based on Region Regulation of Special Region of Yogyakarta Number 3 of 2015 about Institutional Government of Special Region of Yogyakarta which duties are implementing the preparation and implementation of regional policies in the field of education and training for civil servants.

³² Mostly the training on tourism are provided by private institution, which offer various tourism development programs such as composing RIPPARDA, Tourism Management and Tourism's Levi Management.

³³ For example in 2014, 3 staff were sent to join Tourism management training and creative economy at JTTC in October 15-17 (Tourist Agency's Monitoring and Evaluation Report of 2014 accessed from http://monevapbd.jogjapro.go.id:2016/monev/laporan/daftar/menu_id/m_lap_murni_tahun/flag_p/0/flag_dais/0/bulan/12_

4.4 Interest Groups

YRS encourages the role of society and private sectors in the planning process of tourism programs³⁴. In the culture tourism development program, the community may propose activities for the next fiscal year, but the final outcome is determined by the budgeting team of the regional budget³⁵. The culture development program tries to involve stake holders as participants in the sub programs, for example, the villagers in tourism villages as trainees in training for village tour managers. PHRI works as a partner in the implementation of traditional foods and beverage festivals in hotels. However, even though the role of the community is encouraged, today it is only limited to people who are directly involved in tourism, for example, people in tourist villages or cultural activist community.

Another problem emphasized by the interviewees is that YSR's public awareness toward tourism is still low. The interviewees regretted that the citizens don't have the SADAR WISATA³⁶, such evidence is vandalism³⁷ in cultural heritage buildings. Tourists complained about vandalism in YSR because it reduces the beauty of cultural heritage objects which are utilized as tourist attractions (Solopos, 2015). This vandalism shows unsupportive action to create a comfortable sphere for tourism. The citizen is expected to be involved in developing tourism by actively creating an atmosphere that makes tourists comfortable. Such as maintaining cleanliness, participate actively maintain environmental sustainability that has been created by society and government.

The role of the private sectors such as PHRI and ASITA in the cultural tourism development program is still very limited. Most of the activities are "...prioritizing in

³⁴ The RIPPARDA and Culture Development Blueprint are emphasizing the citizen's participation in tourism.

³⁵ Based on interview with interviewee TA.7 on May 26th 2017.

³⁶ SADAR WISATA is a condition that describes the participation and support of all components of society in promoting the creation of a conducive sphere for the growth and the development of tourism in a destination or region (Regulation of the Minister of Culture and Tourism No. PM.04 / UM.001 / MKP / 2008, article 1). SADAR WISATA is intended to build a deep understanding on the person or group of people embodied in thoughts, attitudes and behavior that support the development of tourism (Maisaroh et al, 1999)

³⁷ The category of vandalism is graffiti of writing generally in the form of certain community symbols, codes, and names of individuals or groups. Art mural that has a concept not included in the category of vandalism.

community involvement”³⁸. This situation is very unfortunate, given the role of the private sector in tourism is very important. Tour and travel agencies, for example, are important actors in promoting tourism³⁹. Known as the functional middlemen, tour and travel agencies provide and promote packages for tourists⁴⁰. The Commercial and Business Development Director of PT Angkasa Pura 1⁴¹ Mochammad Asrori also emphasizes the importance of tour and travel agencies because most of the foreign tourists and the airline's first consideration when visiting a tourist destination is the packages offered (Wicaksono, 2017).

Private sectors also have the advantage of knowing the market needs, "... for domestic tourists, they interested in YSR cultural tourism, while ASEAN tourists usually come to YSR for shopping"⁴². Therefore involving private sectors is important to develop programs that attract tourists.

In YSR, "...there are stakeholder's forums but none are facilitated by the local government"⁴³. Cooperation forums with private parties are very important in developing tourism. In these forums, the government and other stakeholders can equate perceptions and goals. In Bali, for example, the government has a close relationship with the Bali Tourism Board (BTB)⁴⁴, an organization that channels communication, information,

³⁸ Based on the interview with interviewee TA.5 on March 14th, 2017

³⁹ In addition, they also experienced in reading market demand and tourism trends, which will be very useful in developing tourism. Such as providing inputs for variants of events that appeal to tourists, and promoting to the right targeted travelers. Based on the interview with interviewee AS.1 on March 16th, 2017.

⁴⁰ For example, the Regional Representative Council (DPD) of the Association of Indonesian Tourism Actors (ASPPI) of YSR held Jogja Istimewa Travel Exchange (JITEX). The event was expected to bring together buyers and sellers in the tourism, offering tourism services products from hotels, restaurants and tourist destinations. According to Vice Chairman I DPD ASPPI YSR Denny Chrisnata, JITEX was intended for the tourism industry to facilitate buyers and sellers to conduct both local and international transactions in Yogyakarta. Not only that, this activity will automatically increase the number of interests or the arrival of tourists to Yogyakarta (Purwono, 2016).

⁴¹ PT Angkasa Pura 1 is a State-Owned Enterprises (SOEs), which provides air traffic services and business airports in Indonesia.

⁴² Based on the interview with interviewee AS.1 on March 16th, 2017.

⁴³ Based on the interview with interviewee BP.1 on March 8th, 2017.

⁴⁴ Formed by nine Tourism Associations in Bali on 1st March 2002 with its main aim to build and develop a better and sustainable tourism industry in Bali and Indonesia. On May 6th 2011, Bali Tourism Board has turned into a new organization that recognized by National Law on Tourism of Republic of Indonesia (Law Number 11 of 2009 about Tourism), named in Indonesian: *Gabungan Industri Pariwisata Indonesia* (GIPI) Bali. BTB was re-established by eleven Bali tourism associations and has a wider function to develop and enhance cultural tourism in Bali. BTB will not

representation, and consultation for tourism, public and government with new spirit and paradigm (Bali Tourism Board, 2016). With a forum facilitated by the Local Government, the vision to become a leading cultural tourism destination in Southeast Asia can be shared with all stakeholders.

Currently, the government and other stakeholders are walking along different paths. The government of YSR wants to promote its culture based tourism. However, regarding the cultural tourism development program and the goal in 2025 "... we know about them, but they won't affect our business, basically, we try to provide what the market wants, it is just business"⁴⁵. Interviewee PH.1 said that "How can we promote *Yogjanese* Culture if all the stakeholders do not have the same perception, for example, the number of hotels in YSR is very high, but how many of them use the architecture of Yogyakarta, unlike Bali, almost all hotels and resorts adopt Balinese architecture "⁴⁶.

The evaluations and monitoring of the cultural tourism development program are mostly done by government institutions⁴⁷. The official institution for interest groups to conduct an evaluation and monitoring of the cultural tourism development program is through the local assembly. In the implementation of activities funded by the Special Autonomy Funds, the YSR Regional's Assembly is not involved in the planning and budgeting process but only in the process of monitoring and evaluation. In accordance with the regulation, Special Autonomy Funds, the planning and budgeting process is carried out by the YSR government directly discussed with the central government⁴⁸, "...the reason is that Special Autonomy Funds are funds for special allocation, and purpose is already determined, so it does not need to be discussed with the YSR

specialize in tourism industry only, but will put any effort to increase the quality of life with synergy of Non-Govern Organizations, Mass Media, and Local Authorities. (Bali Tourism Board, n.d)

⁴⁵ Based on the interview with interviewee KS.1 on March 2nd, 2017.

⁴⁶ Based on the interview with interviewee PH.1 on March 25th, 2017.

⁴⁷ For example the Ministry of Home Affairs, Ministry of Finance, the Audit Board of Republic Indonesia (BPK).

⁴⁸ Law Number 13 of 2012 article 42, paragraph 3.

Regional's Assembly”⁴⁹. This situation triggers protest from members of the YSR's Assembly who feel that their budgetary rights are being violated. They also argued that because they are not involved in the planning and budgeting process, there are a lot of programs funded by Special Autonomy Funds which are not in accordance with their designation. In addition, the absorption of funds is still far from the target (Wicaksono, 2015).

In conclusion, regarding the interest groups role in the culture development program is in the statist mode. State actors are thus the dominant actors in policy formulation, with interest groups playing only a minimal role (Eising. 2004). Therefore, interest groups are the weakest factor that affects the implementation of the culture development program.

4.5 Factors that Facilitate and Constrain

In order to answer the question about what are the factors affecting tourism policy implementation in the cultural tourism development program, based on the findings, this section describes which factors facilitate or constrain the implementation. Factors that constraints the cultural tourism development program are (1) inconsistency regarding implementers understanding about the values and goals of tourism in YSR; (2) an insufficient number of staff in the Tourist Agency and inadequate education background; and (3) interest groups role in the culture development program is in the statist mode.

Factors that facilitate the cultural tourism development program are (1) there are formal and informal rules and procedures that regulate the interactions between institutions; (2) there are also clear divisions of authority and responsibility and no overlapping responsibilities and autonomy of the institutions involved; (3) effective communication and coordination with other organizations; and (4) the Special Autonomy Funds support the implementation of the cultural tourism development program.

Based on the description above, the three factors that are proposed in the framework affect the implementation of cultural tourism development program. Inter-

⁴⁹ Based on the interview with interviewee LB.1 on May 30th, 2017.

organizational relations and coordination and resource are the factors that affecting implementation the most. It was noticed that the influence of interest groups as suggested in the conceptual framework is weak.

4.6 Tourism or Culture: The Vague Path to Reach the 2025's Goal

YSR's tourism development is an example of a tug war between culture and tourism. Hall (1994) discussed the issue of commercialized culture in tourism, in which tourism activities may disturb the value of culture. If so, does the cultural tourism development program support cultural affairs? This question is a very interesting line of inquiry, but this study will not elaborate deeply. However, in investigating the implementation of the cultural tourism development program, this study found that YSR is in the uncertain position.

...to achieve the goals to a leading culture tourism in Southeast Asia will be difficult, because the vision itself is vague. If YSR really wants to uphold its culture, then tourism will be difficult to improve, but if YSR wants to develop tourism, then its real value of culture could be tarnished...⁵⁰

In a Focus Group Discussion (FGD) about Yogyakarta Tourism Grand Design, Djoko Wijono, the head of Gadjah Mada University's Centre of Tourism Study said that "...culture tourism development planning in Yogyakarta is inconsistent"⁵¹. This situation, according to Hall & Jenkins (1995) will lead to the loss of the bigger picture of tourism within the economic and social development process.

The noticeable evidence is first, there is no certainty of the position of the importance of tourism. Government statements and tourism policy documents say that tourism is important to YSR. How important is it for YSR? Is it one of the contributors to local revenue, or as a major contributor to local revenue? Clarity is important to set priorities, Bali for example, explicitly states that tourism is a major contributor to local

⁵⁰ Based on the interview with interviewee LB.1 on March 15th, 2017.

⁵¹ News article in Rusdiana (2016).

revenue, so tourism development policy is a priority⁵². All regional organizations and all stakeholders must support the success of tourism development.

Secondly, YSR's goal is to reach the Southeast Asian market but its effort is not focus. The cultural tourism development program and its subprograms and RIPPARDA are to encourage domestic tourists market. YSR also wants to introduce its cultural tourism in Southeast Asia. Nevertheless, the prominent effort to promote is only limited to the exhibition of tourism promotion and FAM tour⁵³. This strategy only attract a small number of South East Asian's tourists, the number of tourists from Malaysia and Singapore together is only around 15% of all foreign tourists that visited YSR, the other Southeast Asia countries number is even less. The domination of Malaysian and Singaporean tourists from Southeast Asia is due to the availability of direct flights from both countries.

YSR can carry out other promotional strategies, which are different from the usual concept. Little Bandung program, which is carried out by Bandung City's government can be used as an example. Little Bandung is one of Bandung-city-government support programs to strengthen the competitiveness of Bandung Products, encouraging their participation in global value chains so that they can be active in international business and contribute to the Economy of the country (Little Bandung, 2016). YSR can also learn from Nusa Tenggara Barat (NTB) which succeeded to open direct flights from South Korea⁵⁵ and the Middle East⁵⁶ to Lombok International Airport (LIA). This is because of NTB Governor is able to negotiate with investors. The cooperation of transport and airport

⁵² Local Regulation of Bali Province Number 10 of 2015 about the Regional Tourism Development of Bali Province from 2015-2029.

⁵³ Based on YSR's Tourism Agency's Tourism Statistics, the number of foreign tourists visiting YSR is only about 300,000 people. The highest number of foreign tourist is from Holland, since 2013 to 2015 the Holland's tourist number is always more than 34% from all the foreign tourists that visited the YSR, followed by Japan, China, and Australia

⁵⁴ Little Bandung concept is aimed to introduce Indonesia, especially Bandung in the eyes of the world. Started in America, Seoul, Hungary, and Paris, Little Bandung will boost the promotion of tourism and creativity of the city of Bandung represent Indonesia, where the packaging converted into restaurant with typical Bandung creative galleries.

⁵⁵ News article in Imansyah (2017).

⁵⁶ News article in Gomuslim (2016).

organizations and airlines is necessary if the number of tourists visiting a country is to increase (Elliot, 1997,p. 107).

As for the indicator regarding the length of stay, there some things that need to be taken into account. The Head of Tourism Agency said that increasing the tourist's length of stay can be pursued by increasing tourist events (Flo, 2016). The Tourism Agency has successfully converted the *Yogjanese* culture into the cultural tourism development program. However, the further question is whether the sub programs that are implemented can attract the attention of tourists?

Most of the activities undertaken are cultural activities that are spontaneous. Cultural art performances in tourist objects are done only once or twice. In one occasion Director of Taman Wisata Borobudur Temple, Prambanan, and Boko Temple, Purnomo Siswoprasetyo said that usually, Japanese tourists come to Yogyakarta from Bali in the morning, visit the area of their chosen tour, and returned to Bali in the evening. Therefore, Borobudur Temple Tourism Park, Prambanan, and Boko Temple should prepare packages that can attract tourists to stay longer. For example, the package includes Ramayana Ballet in Prambanan which starts at 19.30 pm, followed by enjoying the sunrise from Borobudur which can be reached from Yogyakarta starting at 03.00 am (Sapto, 2012). This means that if the sub programs of the cultural tourism development programs only organize short duration events, they are not enough to make tourists stay longer.

V. CONCLUSIONS AND RECOMMENDATIONS

This chapter draws the conclusion and proposes recommendations. The conclusion is explained by restating the purpose of the study and providing an answer to the research questions. The recommendations are proposed to improve the implementation of the cultural development program. In addition, limitations of the study will be presented accompanied by suggestions for future research.

5.1. Conclusions

This study adopted a synthesis approach as advocated by Wang & Ap (2013) to investigate the factors affecting the implementation of tourism policy. A conceptual framework summarizing the factors affecting the implementation of tourism policy was developed based on the studies in policy implementation and tourism policy implementation. Three factors, namely: inter-organizational relations and coordination; resources and interest groups were identified to be influential in the implementation of tourism policy. Furthermore, the case studies in YSR specified the roles of each factor (constraints and facilitators) in the real context.

The objective of this study is to investigate the implementation of tourism policy in an asymmetric decentralization region using the conceptual framework with empirical evidence. The main question of this study is how the YSR's Tourism Agency's cultural tourism development program is implemented, specifically:

- a. What are the factors affecting tourism policy implementation in the cultural tourism development program?
- b. Which factor most supports the implementation of the cultural tourism development program?

This study found that in implementing the cultural tourism development program there are formal and informal rules and procedures that regulate the interactions between institutions. Therefore there are also clear divisions of authority and responsibility and no overlapping responsibilities of the institutions involved. Even though there was difficulty

in adjusting to the line of coordination, the YSRs Tourism Agency could build effective communication and coordination with other organizations. Though, there is inconsistency regarding implementers understanding about the values and goals of tourism in YSR, the Tourism Agency and The Culture Agency are able to implement the cultural tourism development program according to the guideline from Cultural Development Blueprint.

The number of human resources in Yogyakarta Tourism Agency is below the sufficient number required. However, the Tourism Agency tries to overcome it by established cooperation with event's organizers and involving community participation. The additional affairs come with additional funds which support the implementation of the cultural tourism development program. It was noticed that the influence of interest groups as suggested in the conceptual framework was weak in YSR. Relationships between government and interest groups in the tourism field in YSR are characterized by 'statism' (Eising, 2004), in which government is dominant in policy-making and implementation and interest groups are consulted for feedback on implementation.

This study shows that the factors that facilitate the cultural tourism development program are (1) there are formal and informal rules and procedures that regulate the interactions between institutions; (2) there is also clear division of authority and responsibility and no overlapping responsibilities and autonomy of the institutions involved; (3) effective communication and coordination with other organizations; and (4) the Special Autonomy Funds support the implementation of the cultural tourism development program.

However, factors which constrain the cultural tourism development program are (1) inconsistency regarding implementers understanding the values and goals of tourism in YSR; (2) insufficient staff in the Tourist Agency and inadequate education background; (3) interest groups role in the culture development program is in the statist mode. This study also found that factors that most support the implementation of cultural tourism development program are inter-organizational relations and coordination and resources.

All in all, this study concluded that the dominant factors affected the implementation of the cultural tourism development program makes the program runs

smoothly. This study also found that because the cultural tourism development program is dedicated to support cultural affairs its implementation is not supportive of the achievement of YSR's tourism goal. Therefore, regarding the issue of tourist's length of stay the program is not yet able to persuade tourists to stay longer.

5.2. Recommendations

Based on the findings and discussion, here are recommendations to improve the Tourism Agency's performance, so that it can implement the cultural tourism policies better. Firstly, regarding the inconsistency implementers understanding about the values and goals of tourism in YSR, there should be a stronger commitment from the government of YSR. A strong or weak degree of commitment of a country's government in the development of tourism affects the success rate of tourism development (Hermawan, 2008).

Secondly, the problem related to the inadequate educational background of YSR Tourism Agency's staff, the Tourism Agency could cooperate with the YSR's Training Agency. Both agencies should prepare a tourism training curriculum in the YSR's Training Agency to enhance the Tourism Agency's personnel competencies. The Governor Regulation Number 122 of 2015 about Civil Servant' Qualification provides a list of possible training for every position, this could be guidance to set up training curriculum.

Finally, in the context to reach the year of 2025's goals, the Tourism Agency could evaluate the current activities in the cultural tourism development program, whether they attract tourist's attention or not. The Head of Tourism Agency said that an increase in the tourist's length of stay can be realized by increasing tourist events (Flo, 2016). Develop series of events, which take place over a period of time so tourists who want to can stay longer. To realize it, the involvement of the private sectors is crucial.

5.3 Future Research Suggestions

The results of this research are expected to contribute to the discussion in the field of tourism policy implementation. Practically, this study provides tangible evidence on factors which affect tourism policy implementation and insights for the stakeholders to

improve the implementation of the t cultural tourism development program. Theoretically, this study can be a step for future research in the area of policy implementation and tourism policy implementation, especially in the Indonesian context. However, due to some limitations on conducting the research, further research should consider its implications.

First of all, the scope of this study on the cultural tourism development program, which only focused on the cultural tourism of YSR. If this study investigates all YSR tourism programs then the results of the study will be more comprehensive. Secondly, this study gives hints on the possible inquiry about the commercialized culture to develop tourism. YSR as the center of Javanese Culture will be an interesting case to investigate the dynamic between tourism development and cultural development.

Finally, most of the interviewees, are government employees. The lack of a common people's perspective is one of the weaknesses of this study. The presence of respondents from common people would enrich the next study about tourism policy. One of the purposes of tourism development is to improve people's welfare, therefore it is important to understand people's opinion.

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APPENDICES

Appendix A.1

The following is a question guide which was asked to all the interviewees to know the point of view of each person. The additional questions asked to each interviewee depending on the response. For example, some probing questions related to the legal aspect of the implementation were asked to YSR Legal Bureau's staff.

List of Questions in Bahasa Indonesia

Arah pembangunan pariwisata yang akan dicapai adalah mewujudkan YSR menjadi tujuan wisata budaya berbasis kelas dunia, kompetitif dan berkelanjutan berbasis di Asia Tenggara.

1. Bagaimana anda menggambarkan kondisi pariwisata DIY sekarang ini dikaitkan dengan visi tujuan 2025?
2. Apakah kendala terbesar dalam implementasi kebijakan pariwisata di DIY untuk mencapai tujuan di tahun 2025
3. Menurut anda apakah keistimewaan (otonomi khusus DIY) mempengaruhi kebijakan pariwisata DIY untuk mencapai tujuan tahun 2025?
4. Bagaimana keistimewaan (otonomi khusus DIY) mempengaruhi implementasi kebijakan pariwisata DIY?
5. Menurut anda, sejak UU Keistimewaan DIY disahkan, apakah pariwisata DIY mengalami kemajuan? Atau malah menghambat pembangunan pariwisata DIY?
6. Menurut anda apakah kegiatan-kegiatan bidang pariwisata yang dilaksanakan oleh Pemda DIY sudah mencerminkan tujuan keistimewaan?

7. Bagaimana anda menggambarkan implementasi program program pengembangan pariwisata budaya

Hubungan Antara Para Pihak

1. Bagaimana anda melihat atau memahami hubungan para pihak dalam industri pariwisata di DIY?
2. Bagaimana sifat hubungan antara Dinas Pariwisata dan organisasi pemerintah lainnya?
3. Sejauh mana peran pihak swasta dan masyarakat dalam kegiatan pariwisata di DIY terutama yang didanai danais?
4. Bagaimana / sejauh mana para pihak memahami tentang nilai pariwisata dan mengerti tentang administrasi di bidang pariwisata.
5. Bagaimana pola komunikasi antar pemangku kepentingan sektor pariwisata? Bagaimana upaya para pihak untuk mengatasi konflik (yang mungkin) muncul?
6. Sejauh mana peran swasta dan masyarakat dalam implementasi kebijakan program pengembangan pariwisata budaya/ program yang didanai dengan dana keistimewaan)? Kendala apa yang sering ditemui? Solusi apa yang dilakukan untuk mengatasi kendala tersebut?
7. Bagaimana implementasi program pengembangan pariwisata budaya dipantau / diawasi
8. Bagaimana kondisi eksternal (sosial, ekonomi dan politik) mempengaruhi implementasi program pengembangan pariwisata budaya?

Sumber Daya

1. Bagaimana/ sejauh mana sumber daya yang tersedia (SDM, Fasilitas) baik internal Dinas Pariwisata maupun eksternal (dari luar Dinas Pariwisata) mendukung program pengembangan pariwisata budaya di DIY? permasalahan apa yang paling sering ditemui? Upaya apa saja yang dilakukan untuk menyelesaikan permasalahan tersebut?

2. Kesiapan sumber daya manusia baik yang berasal dari SKPD terkait dan swasta maupun masyarakat dalam mendukung program pengembangan pariwisata budaya DIY?

Appendix A.2

List of Questions

YSR Tourism Agency set its goal to realize the Special Region of Yogyakarta in 2025 to be a world-class, competitive and sustainable leading cultural tourism destination in Southeast Asia.

1. How would you describe the current condition of The Yogyakarta Special Region tourism linked to the goal of 2025?
2. What is the biggest obstacle in the implementation of tourism policy in The Yogyakarta Special Region to achieve the goal in 2025
3. Do you think the specialty (The Yogyakarta Special Region special autonomy) influences The Yogyakarta Special Region tourism policy to achieve the goal of 2025?
4. How does the Yogyakarta Special Region's special autonomy affect the implementation of The Yogyakarta Special Region tourism policy?
5. According to you, since the Law of The Yogyakarta Special Region's Privileges is enacted, does The Yogyakarta Special Region tourism improving? Or does it hamper The Yogyakarta Special Region's tourism development?
6. Do you think the tourism activities implemented by the Yogyakarta Special Region government already reflect the purpose of the Law?
7. How you describe the implementation of the cultural tourism developments program?

Relationship between the Parties

1. How does the Tourist Agency coordinate/communicate/co-operate with other government organizations?
2. What is the nature of the relationship between the Tourist Agency and other government organizations?
3. To what extent are the roles of private parties and the public in tourism activities in cultural tourism developments program?
4. How /to what extent the parties understand the value of tourism and understand the administration in the tourism.

5. What is the pattern of communication among stakeholders in the tourism sector? How do the parties' efforts to resolve the (possible) conflict arise?
6. To what extent are private and community roles in policy implementation (cultural tourism developments program)? What constraints are often encountered? What solution is being done to overcome these obstacles?
7. How is the implementation of cultural tourism developments program monitored/supervised?
8. How do external conditions (social, economic and political) affect the implementation of the cultural tourism developments program?

Resource

1. How / to what extent are available resources (Human Resources, Facilities) both internal Tourism Agency and external (from outside the Tourism Agency) support the cultural tourism developments program? What problems are most commonly encountered? What efforts are being made to solve the problem?
2. The readiness of human resources both derived from related institutions and private and community in supporting cultural tourism developments program?

Appendix B.1

List of programs and sub programs (activities) of the cultural tourism developments program in Bahasa Indonesia

TAHUN	PROGRAM	KEGIATAN
2013	PROGRAM PENGEMBANGAN DESTINASI PARIWISATA	Pelatihan Pelaku Wisata Budaya di Daerah Tujuan Wisata dan Desa Wisata
		Pengembangan Paket Wisata Budaya Unggulan
		Pengembangan Desa Wisata Berbasis Budaya
	PROGRAM PENGEMBANGAN KEMITRAAN	Pengembangan Tradisi Budaya Untuk Mendukung Kepariwisataaan: Pentas seni dan Pagelaran wayang di ODTW : 1 even Pentas seni di Puro Pakualaman : 1 even Pentas seni di hotel-hotel : 1 even Pentas seni di Taman Parkir Abu Bakar Ali : 1 even Pentas seni di Kawasan Tugu dan malioboro : 1 even Pentas seni di bandara : 1 even
		Jogja International Heritage Walk
		Atraksi Kesenian Berbasis Budaya di Candi Ratu Boko
		Promosi Wisata Budaya
		Fam Tour dengan Media Internasional
2014	PROGRAM PENGEMBANGAN DESTINASI PARIWISATA	PENGEMBANGAN KAWASAN WISATA BUDAYA DAN STRATEGIS Pembangunan Pendopo pentas seni di Tuk sipedug Sayegan, Sleman : 56 m2 Pembangunan Pendopo pentas seni di desa wisata Budaya Tanjung, Sleman : 56 m2 Pembangunan pendopo pentas seni di desa wisata budaya umbulrejo, Ponjong, Gunung kidul : 56 m2 Pembangunan Pendopo pentas seni di lengger Topeng di bukit Nglinggo, Pager Harjo, Samigaluh, Kulon Progo : 56 m2 Kios kuliner, Taman parkir & Panggung kesenian di Suroloyo Kulon progo : 120 m2
		AKTUALISASI SENI TRADISI BUDAYA UNTUK MENDUKUNG KEPARIWISATAAN Pawai pembangunan wisata budaya : 1 event Pagelaran seni di candi ratu Boko : 1 event Pekan wisata budaya kota Gede : 1 event Festival Perkusi : 1 event Festival gerobak wisata : 1 event Festival Reog dan Jatilan : 1 event Atraksi kesenian di Taman parkir Abubakar Ali : 1 event Upacara Tradisional Bekakak : 1 event Atraksi kesenian di hotel berbintang : 1 event Atraksi kesenian di Bandara : 1 event Atraksi kesenian di kawasan tugu dan Malioboro : 1 event Jogja bike heritage : 1 event Jogja International Street Performance : 1 event Atraksi kesenian di Puro Pakualam : 1 event Festival Perahu Naga : 1 event Festival Malioboro : 1 event Karnaval Andhong, Becak Wisata dan sepeda wisata : 1 event Pentas seni tutup tahun : 1 event Pekan wisata budaya Tionghoa : 1 event Atraksi kesenian di ODTW kab/kota : 1 event Festival Njeron Beteng : 1 event Fasilitasi Penyelenggaraan Event Asia Tri : 1 event Pentas seni 1 Muharam : 1 event

		Festival kuliner kaliurang : 1 event Jogja International Heritage Walk : 1 event Festival budaya Nglanggeran : 1 event
	PROGRAM PENGEMBANGAN KEMITRAAN	Aktualisasi Seni Tradisi Budaya untuk Mendukung Kepariwisataaan Fasilitasi Festival Taman Sari Kraton Yogyakarta : 1 Event Atraksi Kesenian di Kawasan Malioboro : 1 Event Atraksi Kesenian di Kawasan Sermo, Suroloyo, Banjaroya, Glagah (Kab. Kulon Progo) : 1 Event Fasilitasi Ruang Pentas Seni dan Budaya di Kawasan Laguna Depok : 1 Event Fasilitasi Ruang Pentas Seni dan Budaya di Kawasan Banjaroya : 1 Event Atraksi Kesenian di puro pakualaman : 1 Event Atraksi Kesenian di Kawasan Wanasadi - Gununggambar dan Pantai Selatan (Kab. Gunungkidul) : 1 Event Atraksi Kesenian di Kawasan Pantai Selatan dan Imogiri (Kabupaten Bantul) : 1 Event Atraksi Kesenian pendukung agenda budaya di ODTW : 1 Event Atraksi Kesenian di Kawasan Kaliurang, Godean dan Prambanan (Kabupaten Sleman) : 1 Event Fasilitasi Ruang Pentas Seni dan Budaya di Prambanan (Kawasan Candi Ijo dan Kawasan Candi Ratu Boko) : 1 Event Atraksi Kesenian di Kawasan Tahura (Kab. Gunungkidul) : 1 Event Pentas Atraksi Kesenian di Bandara dan TIC : 1 Event Atraksi Kesenian di kawasan kota gede : 1 Event Festival Malioboro : 1 kegiatan Fasilitasi Ruang Pentas Seni dan Budaya di Imogiri dan Pandak : 1 kegiatan Festival Kuliner Kaliurang : 1 kegiatan Festival Perkusi : 1 kegiatan Upacara Tradisional Bekakak : 1 kegiatan Pagelaran seni di Candi Rtu Boko : 1 Kegiatan Fasilitasi Penyelenggaraan Event Asia Tri : 1 kegiatan Fasilitasi Ruang Pentas Seni dan Budaya di Kawasan Godean : 1 Kegiatan Fasilitasi Labuhan 15 Suro di Pantai Parangtritis : 1 kegiatan Fasilitasi Jogja Internasional Heritage Walk : 1 kegiatan Karnaval Andhong, becak wisata dan sepeda Wisata : 1 kegiatan Pentas Seni tutup tahun : 1 kegiatan Festival Gerobak Sapi Wisata : 1 kegiatan Fasilitasi Ruang Seni dan Budaya di Pantai Gunungkidul (Kawasan pantai) : 1 Kegiatan Fasilitasi Event Sepeda Jelajah Wisata Tahura : 1 kegiatan Penyelenggaraan Festival Alun-alun selatan Kraton Yogyakarta : 1 kegiatan Festival Budaya Nglanggeran : 1 kegiatan Fasilitasi Upacara Tradisional Rabu Pungkasan : 1 kegiatan Festival Budaya Menoreh : 1 kegiatan Festival Njeron Benteng : 1 kegiatan Pentas Seni 1 Muharram : 1 kegiatan Pekan Wisata Budaya Kota Gede : 1 kegiatan Penyelenggaraan Festival Jajanan pasar dan minuman tradisional untuk Hotel di DIY : 1 kegiatan Jogja Internasional Street Performance : 1 kegiatan Festival Reog dan Jathilan : 1 kegiatan Penyelenggaraan Jogja Bike Heritage : 1 kegiatan Festival Perahu Naga : 1 kegiatan
2016	PROGRAM PENGEMBANGAN KEMITRAAN	Aktualisasi Seni Tradisi Budaya untuk Mendukung Kepariwisataaan Festival Taman Sari : 1 Kegiatan Atraksi Kesenian di Kawasan ODTW : 1 Kegiatan

		<p> Rabu Pungkasan : 1 Kegiatan Jogja International Heritage Walk : 1 Kegiatan Atraksi Wisata Budaya Sewu Kitiran : 1 Kegiatan Sepeda Jelajah Wisata Bunder : 1 Kegiatan Posko Layanan Informasi : 1 Kegiatan Posko Penyambutan Wisatawan : 1 Kegiatan Jeron Benteng : 1 Kegiatan Festival Budaya Nglanggeran : 1 Kegiatan Pembinaan SDM Pariwisata Kawasan Wisata Cagar Budaya Alun Alun Utara, Selatan Kraton dan Alun-alun Sewandanan Puro Pakualaman : 1 Kegiatan Pembangunan Sarpras di Kawasan Watugupit : 1 Kegiatan Atraksi Wisata Gelar Bregodo Keprajuritan Puro Pakualaman : 1 Kegiatan Jajanan Pasar : 1 Kegiatan Atraksi Seni Budaya di Kawasan Alun-alun Utara : 1 Kegiatan Festival Perahu Naga : 1 Kegiatan Pembangunan Sarpras di Kawasan Gunung Gentong : 1 Kegiatan Pembangunan Sarpras di Pantai Jungwok : 1 Kegiatan Pembangunan Plaza dan Tempat Parkir Desa Wisata Budaya Keris, Banyusumurup, Girirejo, Imogiri, Kabupaten Bantul : 1 Kegiatan Pembangunan Sarpras di Desa Wisata Garongan Sleman : 1 Kegiatan upacara tradisional bekakak : 1 Kegiatan Fasilitasi Pendukung ODTW di Kawasan Banjaroya, Kulon Progo (Tahap I) : 1 Kegiatan Aksi Peduli Keselamatan : 1 Kegiatan Pekan Wisata Budaya Kraton : 1 Kegiatan Festival Gerobak Sapi : 1 Kegiatan Pembangunan Sarpras di Desa Wisata Nglinggo : 1 Kegiatan Festival Budaya Alun alun Selatan : 1 Kegiatan Festival Reog Jathilan : 1 Kegiatan Pentas Kesenian di Bandara Adi Sucipto : 1 Kegiatan Atraksi Wisata Gelar Bregodo Keprajuritan Kraton : 1 Kegiatan Pengembangan ODTW di Kawasan Laguna Depok, Bantul (Tahap I) : 1 Kegiatan Pembangunan Sarpras di Pantai Sundak : 1 Kegiatan Sepeda Jelajah Wisata Tahura Mangunan : 1 Kegiatan Pembangunan Sarpras di Desa Wisata Krebet : 1 Kegiatan Asia Tri International Event : 1 Kegiatan Festival Wisata Budaya Kampung Wisata Internasional Prawirotaman : 1 Kegiatan Revitalisasi Pramuka Saka Pariwisata : 1 Kegiatan Kembul Sewu Sedulur : 1 Kegiatan 15 Suro Parangtritis : 1 Kegiatan Pembangunan Sarpras di Pantai Baron : 1 Kegiatan Pembangunan Sarpras di Desa Wisata Njelok : 1 Kegiatan atraksi kesenian di pura pakualaman : 1 Kegiatan Jogjakarta International Street Performance : 1 kegiatan Pembangunan Sarpras di Desa Wisata Sambi : 1 Kegiatan Pembangunan Sarpras di Desa Wisata Penting Sari : 1 Kegiatan Atraksi Kesenian di Kawasan Malioboro : 1 Keluaran </p>
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Source : <http://monevapbd.jogjapro.go.id>

Appendix B.2

List of programs and sub programs (activities) of the cultural tourism developments program in English

Year	Program	Sub Programs / Activities
2013	TOURISM DESTINATION DEVELOPMENT PROGRAM	Training of Cultural Tourism Actors in Tourism Destination and Tourism Villages
		Development of the Exclusive Cultural Tour Packages
		Development of Culture-Based Tourism Village
	PARTNERSHIP DEVELOPMENT PROGRAM	Development of Cultural Traditions to Support Tourism: Art performance and puppet show at tourist destination objects: 1 event Art performance at Puro Pakualaman: 1 event Art performances at hotels: 1 event Art Performance at Abu Bakar Ali Parking Park: 1 event Art performance in Tugu and Malioboro areas: 1 event Art performances at the airport: 1 event
		Jogja International Heritage Walk
		Cultural Arts Attractions at Ratu Boko Temple
		Cultural Tourism Promotion
		Fam Tour with International Media
2014	TOURISM DESTINATION DEVELOPMENT PROGRAM	DEVELOPMENT OF CULTURAL AND STRATEGIC TOURISM AREA The construction of the art performance hall at Tuk Si Bedug Seyegan, Sleman: 56 m2 The construction of Art performance hall in the cultural village of Tanjung, Sleman: 56 m2 The construction of performance hall in the cultural tourism village Umbulrejo, Ponjong, Gunung Kidul: 56 m2 The construction of the stage of art performances in Lenggeng masks in the Nglinggo hills, Pager Harjo, Samigaluh, Kulon Progo: 56 m2 Culinary Kiosks, Park parking & Theatre stage at Suroloyo Kulon Progo: 120 m2
	PARTNERSHIP DEVELOPMENT PROGRAM	ACTUALIZATION of ARTS CULTURE TRADITION TO SUPPORT TOURISM Parade of cultural tourism development: 1 event The art show at Boko Temple: 1 event Kota Gede cultural tourism week: 1 event Percussion Festival: 1 event Festival of tourist carts: 1 event Festival Reog and Jatilan: 1 event Arts attractions in the parking lot Park Abubakar Ali: 1 event Traditional Ceremony of Bekakak: 1 event Arts attractions in star hotels: 1 event Art attractions at the airport: 1 event Attraction arts in the monument area and Malioboro: 1 event Jogja bike heritage: 1 event Jogja International Street Performance: 1 event Art attractions in Puro Pakualam: 1 event Dragon Boat Festival: 1 event Festival Malioboro: 1 event Andhong Carnival, Pedicab Tour and bike tour: 1 event Art performances close year: 1 event Chinese cultural tourism week: 1 event Art attractions in ODTW regencies/municipality: 1 event Njeron Beteng Festival: 1 event

		Facilitation of Asian Tri Event Events: 1 event Art Performance 1 Muharram: 1 event Culinary Festival times: 1 event Jogja International Heritage Walk: 1 event Nglanggeran cultural festival: 1 event
	PARTNERSHIP DEVELOPMENT PROGRAM	ACTUALIZATION of ARTS CULTURE TRADITION TO SUPPORT TOURISM Facilitation of Taman Sari Kraton Festival Yogyakarta: 1 Event Art Attractions in Malioboro Area: 1 Event Art Attractions in Sermo Area, Suroloyo, Banjaroya, Glagah (Kulon Progo District): 1 Event Facilitation of Art and Culture Performing Space in Laguna Depok Area: 1 Event Facilitation of Space Art and Culture in Banjaroya Area: 1 Event Art Attractions in Puro Pakualaman: 1 Event Art Attractions in Wanasadi Area - Gununggambir and South Beach (Gunungkidul Regency): 1 Event Art Attractions in South Beach Area and Imogiri (Regency of Bantul): 1 Event Art Attractions supporting cultural agenda at tourist destination object: 1 Event Art Attractions in Kaliurang, Godean, and Prambanan (Sleman): 1 Event Facilitation of Art and Culture Spaces at Prambanan (Ijo Temple Area and Ratu Boko Temple Area): 1 Event Art Attractions in Tahura Area (Gunungkidul Regency): 1 Event Performing Arts at Airport and TIC: 1 Event Art Attractions in the big city: 1 Event Festival Malioboro: 1 Event Facilitation of Art and Culture Spaces in Imogiri and Pandak: 1 Event Kaliurang Culinary Festival: 1 Event Percussion Festival: 1 Event Traditional Ceremony Bekakak: 1 Event Art Show at Ratu Boko Temple: 1 Event Facilitation of Asian Tri Event Events: 1 Event Facilitation of Art and Culture Spaces in Godean: 1 Event Facilitation Labuhan 15 Suro at Parangtritis Beach: 1 Event Facilitation of Jogja International Heritage Walk: 1 Event Andhong Carnival, tourist rickshaw, and bike Tour: 1 Event Art performances close year: 1 Event Festival Cow Tour: 1 Event Facilitation Art and Culture Space at Gunungkidul Beach (Beach Area): 1 Event Facilitating Bicycle Events Explore Tahura Tour: 1 Event Organizing Festival Alun-Alun south of Kraton Yogyakarta: 1 Event Nglanggeran Cultural Festival: 1 Event Facilitating Traditional Ceremonies Wednesday Pungkasan: 1 Event Menoreh Cultural Festival: 1 Event Festival Njeron Castle: 1 Event Art Performance 1 Muharram: 1 activity Kota Gede Tourism Week: 1 Event Organizing Festival of traditional snacks and beverages market for Hotels in YSR: 1 Event Jogja International Street Performance: 1 Event Festival of Reog and Jathilan: 1 Event Implementation of Jogja Bike Heritage: 1 Event Dragon Boat Festival: 1 Event
2016	PARTNERSHIP DEVELOPMENT PROGRAM	ACTUALIZATION of ARTS CULTURE TRADITION TO SUPPORT TOURISM Taman Sari Festival: 1 Event

		<p> Art Attractions in the ODTW Area: 1 Event Rabu Pungkasan: 1 Event Jogja International Heritage Walk: 1 Event Tourist Attraction Culture Sewu Kitiran: 1 Event Bunder Biking Tour: 1 Event Information Service Post: 1 Event Tourist welcoming post: 1 Event Jeron Castle: 1 Event Nglanggeran Cultural Festival: 1 Event Human Resource Development Tourism Tourism Area Alun Alun North Heritage Park, South Kraton and Alun-Alun Sewandanan Puro Pakualaman: 1 Event Development of infrastructure in Watugupit Area: 1 Event Tourist Attraction Degree Bregodo Keprajuritan Puro Pakualaman: 1 Event Market Snacks: 1 Event Arts and Culture Attractions in North Square Area: 1 Activity Dragon Boat Festival: 1 Event Development of infrastructure in Gunung Gentong Area: 1 Event Development of infrastructure at Jungwok Beach: 1 Event Development of Plaza and Parking Area Keris Cultural Village, Banyusumurup, Girirejo, Imogiri, Bantul District: 1 Event Development of infrastructure in Garongan Tourism Village Sleman: 1 Event Traditional ceremony Bekakak: 1 Event Support Facility in Banjaroya Region, Kulon Progo (Phase I): 1 Event Action Cares for Safety: 1 Event Kraton Culture Week: 1 Event Festival of Cow Cart: 1 Event Development of infrastructure in Nglinggo Tourism Village: 1 Event South Alun Alun Cultural Festival: 1 Event Festival Reog Jathilan: 1 Event Performing Arts at Adi Sucipto Airport: 1 Event Tourist Attractions Gelar Bregodo Keprajuritan Kraton: 1 Event Development of tourism destination object in Laguna Depok Area, Bantul (Phase I): 1 Event Development of infrastructure at Sundak Beach: 1 Event Bicycle Tours Explore Tahura Mangunan: 1 Event Development of infrastructure in Krebet Tourism Village: 1 Event Asia Tri International Event: 1 Event Festival Tour Culture Prawirotaman International Tourism Village: 1 Event Scout Revitalization Tourism Saka: 1 Event Kembul Sewu Sedulur: 1 Event 15 Suro Parangtritis: 1 Event Development of infrastructure at Baron Beach: 1 Event Development of infrastructure in Njelok Tourism Village: 1 Event Art attractions in Pakualaman temple: 1 Event Jogjakarta International Street Performance: 1 Event Development of infrastructure in Sambu Tourism Village: 1 Event Development of infrastructure in the Essential Tourism Village Sari: 1 Event Art Attractions in Malioboro Region: 1 Event </p>
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Source: <http://monevapbd.jogjaprov.go.id>

Appendix C

List of Interviewees

Code	Male/ Female	Institutions	Date of Interview
TA.1	Female	YSR Tourism Agency	September, 14 th 2016
TA.2	Female	YSR Tourism Agency	September, 22 nd 2016
TA.3	Male	YSR Tourism Agency	March, 9 th 2017
TA.4	Female	YSR Tourism Agency	March, 14 th 2017
TA.5	Male	YSR Tourism Agency	March, 14 th 2017
TA.6	Female	YSR Tourism Agency	May, 26 th 2017
TA.7	Female	YSR Tourism Agency	May, 26 th 2017
TA.8	Male	YSR Tourism Agency	June, 15 th 2017
CA.1	Male	YSR Culture Agency	March, 27 th 2017
BA.1	Male	YSR Regional Planning and Development Board (BAPPEDA)	March, 8 th 2017
AS.1	Male	ASITA	March, 16 th 2017
PH.1	Male	PHRI	March, 28 th 2017
KS.1	Female	Kasturi Tour and Travel	March, 2 nd 2017
LB.1	Male	YSR Legal Bureau	March, 15 th 2017
LB.2	Female	YSR Legal Bureau	May, 30 th 2017
LB.3	Male	YSR Legal Bureau	June, 26 th 2017
AC.1	Male	Tourism Scholar	March, 9 th 2017
AC.2	Male	Tourism Scholar	April, 15 th 2017

Appendix D

Research Time Table

Activities	Time
<p>Preparation:</p> <p>Determine the possible case study by collecting information about tourism in YSR. Information obtained from news, regulations, and interviews. Two people from YSR's Tourism Agency were interviewed.</p>	September 2016
<p>Data Collection:</p> <p>Series of one-on-one interviews were conducted from February to March 2017. There was one email interview and additional interviews conducted by phone. Reports and documents were collected from YSR's Tourism Agency and Culture Agency.</p>	February – March 2017
<p>Data Analysis:</p> <p>Interviews and secondary data were analysed based on the indicators and presented to describe the findings on the implementation of the cultural tourism development program in YSR.</p> <p>Additional correspondence with some interviewees to confirm and cross check data.</p>	April-July 2017