

Development Of Tourism Destination Areas: A Study on The Implementation of Policies for The Development of Tourist Attractions in Wasur Merauke National Park

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Abstract

This research discusses implementing tourism development policies in Merauke Regency, explicitly focusing on Wasur National Park. This study identifies strategies and efforts made by the local government in developing natural tourism attractions in the Wasur National Park area to improve the welfare of local communities and expand the tourism sector's contribution to Regional Original Revenue (PAD). The analysis includes public policy dimensions, organizational structure, and the roles of actors and stakeholders involved in policy implementation. Combining primary and secondary data, this article provides in-depth insights into the challenges, successes, and impacts of tourism development policies in Wasur National Park, highlighting the importance of inter-agency coordination and community participation in achieving regional development goals through the tourism sector.

Keywords: *Development, Tourism, Wasur National Park, Merauke*

INTRODUCTION

Tourism is a leading sector for almost every region in Indonesia because it can contribute to increasing PAD and labour absorption. The availability of supporting factors in the tourism sector can affect GDP and employment (Getz & Page, 2014). Tourism based on local wisdom has become a tourism promotion commodity in great demand by the public as a tourist attraction. Local wisdom that can be packaged neatly is believed to be able to form a "local branding" of a place to increase the number of tourists (Harirah et al., 2021).

The influence of the tourism sector on a country's economy: first, the tourism sector as a foreign exchange earner to obtain capital goods used in the production process. Second, tourism development can stimulate infrastructure development. Third, the development of the tourism sector can encourage the development of other economic sectors. Fourth, tourism contributes to increasing job opportunities and income. Fifth, tourism can lead to *positive economies of scale* (Yakup, 2019).

One area with tourism potential in eastern Indonesia is the Merauke Regency. Merauke tourism is the potential and characteristic of the region, which also includes the distribution of indigenous Papuans with Anim Ha customs. Geographical characteristics in the form of beaches, swamps, and lowlands, as well as natural potential in the form of coconuts, sago, cassava, sweet potatoes, rice, fisheries, and tourism as stated in Presidential Regulation Number 24 of 2023 concerning the Master Plan for the Acceleration of Papuan Development for 2022-2047 which also states in the context of the development of globally oriented tourism destination development with the principles of sustainable and inclusive ecotourism (Presidential Regulation 24/2023). Among the tourism potentials that exist is Wasur National Park. Wasur National Park is one of the three national parks in Papua, and administratively, it is located in Merauke Regency. This National Park is directly adjacent to the Tonda Wildlife Management Area (WMA), the territory of neighbouring Papua New Guinea (PNG) to the east.

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Wasur National Park (TNW) has an area of 431,425.25 ha (SK.14/KSDAE/SET/KSA.0/1/2021 concerning Zoning Determination). The exotic geographical condition of Wasur National Park is representative of the largest wetland in Papua and has minimal human activity interference. TNW is a conservation area with a savanna type because about 70% of the area of the national park is in the form of savanna vegetation, while the rest is in the form of swamp forest vegetation, seasonal forests, coastal forests, bamboo forests, grasslands and sago swamp forests.

The biodiversity is of high value and impressive in Wasur National Park, making the area better known as the "*Serengiti of Papua*". On the other hand, from the perspective of ethnobotany, Hakim et al. (2018) stated that the potential of various plant commodities (botany) in Wasur National Park has economic value, including playing a role in increasing regional competitiveness in the tourism sector.

The tourism potential in Wasur National Park is very diverse and promising. At Wasur has several tourist attractions, namely two natural tourism, four artificial tourism and one cultural tourism (BPS, 2023). The tourist objects in question: Ant House and Wasur National Park, both of which are natural tourism; Biras Baths & Fishing; Parako Pond Baths & Fishing; Wasur Campground; Nirwana Wasur Orchid Park, all four of which are artificial tourism; and Wasur Village which is a cultural tourism.

The implementation of the policy in the Ripparkab Regional Regulation involves the implementation of policies for the development of tourism destinations through the development of Regional Tourism Attractions (DTWD) to encourage the growth of the Regional Tourism Development Area (KPPD) in Wasur National Park and its surroundings by OPDs in the fields of tourism, culture, and forestry and plantations. This development stage is divided into three periods: phase I (2018–2022), phase II (2023–2027), and phase III (2028–2032). In accordance with Law Number 10 of 2009, a tourism destination is a geographical area with interrelated tourist attractions, facilities, accessibility, and people. Tourism destinations are geographical entities that include tourism products, services, and other supporting elements, such as industry players and development institutions, to create a total tourist experience (Legawa, 2008). However, challenges in Papua include tourism objects that have not been well developed (Ismail, 2020; Siman, 2022).



Figure 1. The number of Domestic Tourists and Foreign Tourists in Merauke Regency, 2010 – 2019

Source: BPS, 2023

Based on the graph of tourist visits from Merauke Regency in 2023 figures (BPS, 2023), it can be seen that tourist visits by domestic and foreign tourists in Merauke Regency have decreased in the last four years, even in the years before the Covid-19 pandemic. Meanwhile, the most drastic decline occurred in 2020, even though there was an increase when the XX Papua National Sports Week (PON) boosted tourists coming to tourist attractions in Merauke Regency as one of the clusters of PON organizers (minews.id., 2021).

This study explores the gap between policy objectives and policy realization through the analysis of the policy implementation process, using Grindle's perspective, which measures the success of implementation through two dimensions: Content of Policy which includes the interests met, types of benefits, degrees of change, the position of policymakers, program implementers, and resources; and Context of Implementation which

includes the powers, interests, strategies of actors, characteristics of institutions and regimes, as well as compliance and responsiveness of implementers.

Empirically, the factors for the success of the implementation include the number of tourist visits that are not optimal, the development and management of tourist attractions that are not fully implemented, the contribution of GDP that is not significant, the involvement of local communities that is not optimal, and the orientation of tourist visits that is not fully sustainable. The absence of Ripparprov Papua and integrated regulations between stakeholders are obstacles, coupled with low awareness of tourism potential among Indigenous Papuans (OAP) in the DTW Wasur National Park development area.

This study seeks to explain the implementation of tourism destination development policies in Wasur National Park based on Regional Regulation No. 4 of 2019 concerning the Merauke Regency Tourism Development Master Plan 2018-2032 and finds that the approach used still tends to be exploitative rather than sustainable. The theoretical approach used includes concepts from Understanding Public Policy (Thomas R. Dye, 1972), Implementing Public Policy (Hill & Hupe, 2009), Human Resource Management (John Bratton & Jeff Gold, 2017), and Grindle's policy implementation model (2017).

RESEARCH METHODS

This study uses a type of research based on the Qualitative Research Design approach. Researchers use the qualitative approach by referring to Cresswell's explanation (2016:24), which explains a process/way of researching in which the researcher tries to build meaning about a phenomenon based on the participants' views.

The researcher chose this strategy because the character of the research method/technique is more in accordance with the character of the phenomenon that the researcher will research, where there are specific properties by determining a particular group of individuals, places, times, or processes that are the focus of the search. This aims to find, understand, explain, and obtain an overview of the phenomenon that is studied in depth, namely the implementation of tourism destination development policies that specifically explore the implementation of the 2018-2032 Merauke Ripparkab Regional Regulation in the development of tourist attractions in the KPPK Wasur National Park.

This research is located in the Wasur Regency Tourism Development Area (KPPK) in Merauke Regency, South Papua Province, which has 22 DTWKs (Regency Tourism Attractions) in it with 10 DTWKs in the development category and 12 DTWKs in the pioneering category (Merauke Regency Government, 2019). Data was obtained through interviews, observations, documentation, and focus group discussions.

The data analysis technique in this study follows the steps of data analysis and interpretation Creswell, J.W. (2014), where there are six (6) steps. As follows:

1. Prepare and organize data for analysis. This step involves interviewing transcripts, scanning interview transcripts and supporting documents, and then sorting and compiling the data, including research observations, into different types of data according to the focus of the study
2. Data exploration and coding. In this stage, the researcher writes special notes derived from informants and field observations and general ideas about the data obtained.
3. Analyze in more detail by coding data. Coding is the process of processing material or information into segments of writing before interpreting it. This stage is carried out by compiling a narrative based on the sub-sub-focus of the research, which then describes the themes to be analyzed.
4. Demonstrate how these descriptions and themes will be represented in a qualitative narrative or report. This technique is done by looking at sub-sub-focus and then describing it in the form of a narrative
5. Validate the accuracy of the research results. This step is carried out by reviewing the results of interviews, documentation, and observations, which are then adjusted to the focus of the research with the intention that the data can be credible. This step also involves the promoter team as a direct discussion.

RESULTS AND DISCUSSION

Result

The Implementation Process of the Policy for the Development of Tourist Attractions in Wasur Merauke National Park

Content of Policy

a. Interest affected interests

The process of implementing the policy for the development of tourist attractions in Wasur Merauke National Park involves various parties with diverse interests. The local and central governments play a role in formulating policies regulating this tourism destination's management and promotion. Referring to the implementation of the first phase (2018-2023) of the tourism destination area development policy in Merauke Regency Regional Regulation number 4 of 2019 concerning the Merauke Regency Tourism Development Master Plan for 2018-2032 (RIPPARKAB Merauke 2018-2032) in the development of the tourist attraction of Wasur Tourism Park, the government as a formulator and implementer has an interest in changing the lifestyle of the indigenous people of Merauke (indigenous tribes of Merauke) and to improve the the welfare of Merauke natives, especially those in the Wasur National Park area.

Local and national entrepreneurs are also significantly interested in optimizing investment and tourism facilities in the area. In addition, indigenous peoples who have a traditional relationship with the Wasur National Park area are interested in maintaining the sustainability of their natural and cultural resources. Environmental organizations and academics also play a role in ensuring that tourism development is carried out sustainably and pays attention to environmental conservation aspects. In this regard, the policy implementation process must consider and balance the various interests involved to achieve the goal of sustainable and competitive tourism development.

b. Types of benefits and extent of change envisioned

The implementation process of the policy for developing tourist attractions in Wasur Merauke National Park is expected to provide several significant benefits. One of them is to improve the local economy by opening new jobs in the tourism sector and increasing income for local communities through micro and small businesses. In addition, this development is expected to increase awareness of the importance of environmental and cultural conservation among visitors and promote the preservation of unique biodiversity in Wasur National Park. The envisaged changes also include improvements in tourism infrastructure, such as better accessibility, accommodation facilities, and the development of more attractive tourist attractions. Thus, implementing this policy is expected to bring a wide range of positive impacts for the local community and the surrounding area, both in terms of economy, socio-culture, and the environment.

Related to the welfare of the indigenous population, the implementation of the Ripparkab policy is realized through the existence of tourism products through tourism villages in the pioneer category. 4 tourist villages in the pioneer category are pilot projects and the forerunner of tourist villages in Merauke Regency. The four tourist villages are Sota tourist village, Rawa Biru tourist village, Yanggandur tourist village, and Wasur tourist village. Of course, the four tourist villages must be able to present tourist attractions (attractions), accessibility to tourist attractions (access), and amenities around tourist attractions (supporting facilities).

The establishment of the four tourist villages in Merauke Regency, including the Wasur Tourism Village through the Biras campground, is in line with the vision and mission of Regent Frederikus Gebze to improve the regional economy, with the main focus on the tourism sector. Tourism is a choice of economic strategy based on the high potential for tourist attractions, especially in the Sota area and the Wasur National Park. Franciscus Tuter Prajitno emphasized that the economic potential of tourism in the area is very large. However, implementing the policy at the Biras campsite as one of the tourist villages still needs help. Vincensius Mahuze, a tour manager, stated that facilities such as bathrooms, cottages/gazebos, canoes, and water pumps are still in suboptimal condition and insufficient to support sustainable tourism development there.

c. Position of policymakers (site of decision making)

Implementing policies for developing tourist attractions in Wasur Merauke National Park involves various levels of policymakers, ranging from the central government to local governments. At the central level, the Ministry of Tourism and Creative Economy and the Ministry of Environment and Forestry play a role in setting national policies that govern the management of national parks and sustainable tourism development. At the regional level, the Regent of Merauke, the tourism office, and related agencies are responsible for adjusting and implementing the policy in accordance with local conditions. In addition, collaboration with local communities, indigenous groups, and tourism managers is essential to ensure that the policies are acceptable and well implemented. Thus, the position of policymakers spread across various levels allows for better coordination and policy adaptation in accordance with the needs and potentials of the region.

Regarding the names of the teams involved in the implementation of the Regional Regulation Policy number 4 of 2019 concerning Ripparkab Merauke, it is contained in the decree of the Regent of Merauke number 800/542/Year 2018 concerning the formation of a team to accelerate the development of regional tourism in Merauke Regency as follows:

- 1) Regent of Merauke Regency (Briefing)
- 2) Deputy Regent of Merauke Regency (Briefing)
- 3) Chairman of the Merauke Regency DPRD (Director)
- 4) Deputy for Destinations of the Ministry of Tourism and Creative Economy (Director)
- 5) Regional Secretary of Merauke Regency (Person in Charge)
- 6) Assistant 1 Regional Secretary of Merauke Regency (Chairman)
- 7) Prof. Wiendu Nuryanti, Ph.D (Vice Chairman)
- 8) Head of the Merauke Regency Youth, Sports and Tourism Office (Secretary)
- 9) Head of Tourism Division of the Merauke Regency Youth, Sports, and Tourism Office (Secretariat Coordinator)
- 10) Policy Program Implementers (program implementers)

d. Resources Committee

Implementing the policy of developing tourist attractions in Wasur Merauke National Park requires a significant commitment of resources from various parties. The central and regional governments allocate budgets for developing tourism infrastructure, including road repairs, accommodation facilities, and other supports. In addition, investment from the private sector is also invited to improve the quality and quantity of tourist facilities. Human resources, such as skilled tourism and environmental management workers, are also prioritized through training and education. No less important, local communities' involvement in partnerships and empowerment is an important asset, both as tour guides, craftsmen, and homestay managers. All of this includes the allocation of financial, material, and human resources that synergize with each other to realize sustainable tourism development and attract domestic and international tourists.

Context of Implementation

a. Interests of actors

The policy implementation process for developing tourist attractions in Wasur Merauke National Park involves various actors with diverse and interrelated interests. The central and regional governments, based on article 3 letters a-d of regional regulation number 4 of 2019 concerning Ripparkab, Merauke Regency, are interested in eliminating social disparities and encouraging economic growth through increasing tourist visits and regional income. Investors and businesspeople seek to maximize profits by constructing tourism facilities and services.

Local communities, including indigenous groups, are interested in preserving their environment and culture and benefiting economically from tourism activities. Non-governmental organizations and conservation agencies focus on efforts to preserve biodiversity and the ecosystem of national parks. Academics and researchers also provide data-based and research-based recommendations to optimize policy implementation. Effective collaboration and communication among these actors is essential to ensure that the interests of each party can be accommodated and result in sustainable and inclusive tourism development.

b. Characteristics of the Institution

The implementation process of the policy for developing tourist attractions in Wasur Merauke National Park is greatly influenced by the characteristics of the institutions involved. Government agencies such as the Ministry of Tourism and Creative Economy and Environment and Forestry have complex bureaucratic structures, so cross-departmental coordination is key in policy implementation. At the regional level, the Tourism Office and related agencies in Merauke Regency have characteristics that are more flexible and close to the local community, allowing them to adjust policies to the needs and potential of the region. In addition, non-governmental organizations and indigenous peoples' groups involved in conserving and managing natural resources bring important community-based and environmental perspectives. These institutions' collaborative and participatory characteristics facilitate constructive dialogue and more effective policy implementation, accommodate the interests of all parties and maintain a balance between tourism development and environmental conservation.

Existing Model of Policy Implementation in the Development of Tourist Attractions at KPPK Wasur National Park

In the existing model pattern, the process of implementing the policy of Merauke Regional Regulation Number 4 of 2019 in the development of Tourist Attraction Development in Wasur National Park is divided into policy content and context of implementation. The existing models and things that need to be improved in the context of policy and context of implementation consist of:

Content of Policy

a. Affected Pain

The initial condition that is the reason for policy actors to set a policy is based on the aspect of the affected interests. Changes that occur due to implementing public policies will cause public reactions and actions. In this study, the initial conditions affecting the affected aspects of interests began with social and economic gaps between Indigenous people living in the Wasur National Park area and residents living in the downtown Merauke Regency (natives and immigrants). The people around Wasur National Park are still very dependent on nature. The main livelihood is hunting. The government is interested in improving indigenous peoples' mindset and welfare. Thus, the affected aspect of interests in question is the Interest between the government that wants to improve the mindset and standard of living of indigenous peoples and the interests of indigenous peoples as the object of the policy running well. This is because the government has made efforts to establish Ripparkab as a form of government concern in sustainable development that prioritizes social and economic aspects but still maintains the sustainability of the community's environment.

b. Type of benefit and extent of change envisioned

In terms of the benefits of implementation and external of change envisioned the benefits to be achieved in the implementation emphasize the benefits for the welfare of Merauke Indigenous people and local income. The main problem in the tourism sector is related to the management and development of tourist attractions that have yet to be maximized, so the tourism sector's role is still minimal to PAD. The lack of role of the tourism sector is caused by human resources from stakeholders who are not optimal, people who still do not have awareness of the importance of advancing the regional tourism sector, for example, traditional art performances that have not been properly scheduled,

Still in terms of the benefits of implementation and the changes imagined, another thing that needs to be underlined is the lack of role of local governments and regional OPDs both from regulations, mentoring, and

facilitators due to overlapping authorities; this is because some aspects of tourism management that are quite important until now are still managed by the Ministry of Forestry (Central Government) so that coordination and communication between related OPDs in the regions do not run as Should. For this reason, clear regulations are needed in regulating the rights and, authority and cooperation between OPDs to improve tourism management.

c. Position of policymakers (Site of Decision Making)

Collaboration between actors—government institutions, indigenous peoples' groups, and local communities—is one of the keys to increasing tourism development capacity in Merauke Regency. However, based on the findings, it shows that collaboration between actors is not optimal. This condition can be proven by the absence of a memorandum of agreement (MoU) between the actors, except for the Mandiri Mahuze group and the Wasur National Park. For example, a memorandum of agreement between the Merauke Regency government and the Wasur National Park office as the manager of Wasur National Park. The existence of a memorandum of agreement impacts two-way communication, which the Wasur National Park Office urgently needs. Of course, this two-way communication is a requirement so that programs requiring coordination with local governments can run optimally and sustainably. However, the current condition, namely the absence of a memorandum of agreement, it impacts poor two-way communication. The bad effect of two-way communication then refers to the non-optimization of joint programs such as non-running/sustainable programs (Amin Suprajitno as the head of the administrative sub-division of the Wasur Park Center at the Wasur National Park Center FGD on August 15, 2023).

In the implementation of Ripparkab, the Merauke Regency Government in this case has shown seriousness and progress compared to before in handling regional tourism. This is proven by forming a new OPD, the Merauke Kabupaten Tourism and Culture Office, which technically implements Ripparkab. The distribution of OPD aims to prioritize the tourism sector as part of the region's potential assets. However, as the newly formed OPD, it is essential to improve the quality of human resources that still need to be improved and able to work properly. The government must collaborate with many parties, including indigenous peoples' organizations and observer groups (e.g. tourism observers). The goal is that existing and newly discovered tourism can be accommodated and developed correctly. This description is in accordance with the statement of Hendrikus Lembang as an academic at Musamus University and a supporter of the formulation of Ripparkab Merauke as follows:

d. Policy Program Implementers (program implementers)

In the aspect of the Policy Program Implementers (program implementers) in the Implementation of the Merauke Regency Ripparkab, the implementing party of the policy program is the Merauke Regency Tourism and Culture Office as the technical implementer and the R&D Development Planning Agency as the executor. Coordination and cooperation have been formed, but there is an imbalance in the distribution of tasks and authority in the implementation of Ripparkab so the implementation of Ripparkab cannot be said to have achieved the desired results. For this reason, it is necessary to have good regulations related to the main tasks and functions of each OPD and stakeholders so that there is no overlap and coordination and communication can run well.

e. Resources Committee, which is resources related to commitments

In the aspect of Resources committed, namely resources related to the commitment of policy actors in the implementation of Ripparkab, they are constrained in terms of the placement of human resources who are not able to commit and are not motivated to work and are not able to innovate in solving a problem. Existing human resources carry out their duties and obligations only based on orders. Another resource related to commitment is budget resources. Regarding budget resources, policymakers still feel that the budget allocation for Ripparkab still needs to be more optimal. This is due to two factors. First, Ripparkab's budget allocation was not found in the 2021-2025 RPJMD. The second factor is that the burden of implementing the Ripparkab

policy is still carried out only by the Merauke Regency Tourism and Culture Office without any intervention from other related agencies.

Context of Implementation

a. Interests of actors

The actors' interests in implementing Ripparkab are based on several things. These interests refer to the interests of tourism development. The landscape in Merauke Regency is great potential. This is because Merauke Regency is excellent and has a diversity of flora and fauna. With this in mind, the Merauke Regency Regional Government established Ripparkab with two interests, namely to increase the prestige of Merauke Regency through tourism to improve the standard of living and welfare of the community, the second Interest is to increase Regional Original Revenue to advance Merauke Regency. However, in terms of achieving interests, this has not been carried out properly; this is because tourism in Merauke Regency has not been appropriately managed, so it has not been able to attract tourists.

b. Characteristics of the institution

The characteristics of the Ripparkab implementation institution of Merauke Regency are related to the organizational structure. The characteristics of the organizational structure of the Merauke Regency Tourism and Culture Office are top-down. A top-down organizational structure allows for a hierarchy from top to bottom so that the organization is influenced by the decisions of the organization's leaders. Based on findings in the field, there are indications that leaders at the middle management level (Esellon 3-4) and lower levels (staff) have yet to be able to grasp what is ordered by their superiors. In other words, the quality of human resources in terms of responsiveness and technical skills still needs to be appropriate.

In addition, in terms of the characteristics of the Ripparkab implementation institution of Merauke Regency, the findings in the field prove that the current organizational structure of the policy implementation could be better. The reason is that the vacancy of officials in the 2 tourism sectors certainly affects the chain of command and the performance of the Merauke Regency Tourism and Culture Office.

DISCUSSION

The Implementation Process of the Policy for the Development of Tourist Attractions in Wasur Merauke National Park

1. Content of Policy

a. Interest affected interests

Actions and reactions from affected parties always accompany changes due to policies. The purpose of public policy implementation is to significantly impact the development of the interests and welfare of the population, especially future generations, as well as to improve the quality of life of the local community. These changes affect social, political, and economic aspects, so it is essential to consider the extent of the impact and benefits of these policies on society and stakeholders. The "interest affected" perspective emphasizes the public's reaction to the changes that occur. In the first phase (2018-2023) of the implementation of tourism development policies in Merauke Regency Regional Regulation Number 4 of 2019 concerning the Merauke Regency Tourism Development Master Plan 2018-2032, the government as a formulator and implementer aims to change the lifestyle and improve the welfare of Merauke indigenous people, especially in the Wasur National Park area.

The Merauke Regency Government is very concerned about economic sustainability and its relationship with the sustainable environmental sustainability of the community around the Wasur National Park. It is proven by the vision, mission and objectives of the Ripperkab regulation, which focuses on improving the welfare and living standards of the population in the social, economic, and environmental fields so that residents not only rely on nature but also have other skills. This also minimizes the gap in living standards between urban and

local village communities. As a forum to facilitate community empowerment, in order to improve the lives of Merauke natives in Wasur National Park, the government, through the Merauke Regency Tourism and Culture Office, established a tourist village. Regarding establishing tourist villages, permits have been obtained from Wasur National Park because they are in the utilization zone. In addition, the government will guarantee through regulations that the existence of tourist villages will not damage the environment/nature in the Wasur National Park area so that the indigenous people around the area can be more accessible to develop and are equal to the immigrant population and the residents of the city of Merauke Regency. The Interest of the local government of Merauke Regency regarding this matter is to change the lifestyle, mindset, and welfare of the indigenous people who are left behind in the Wasur National Park Area. For this reason, the Merauke Regency government has made various regulatory efforts to achieve sustainable development goals in the Wasur National Park area.

b. Type of benefit and exten of change envisioned

Policy implementation aims to achieve results and benefits that determine its success, especially in improving community welfare. Significant policy benefits to welfare, especially in the economic and social spheres, signal successful implementation. Measuring policy benefits is also important to reduce the risk of implementation bottlenecks and choose anticipatory actions. In the first phase of the Ripparkab policy (2018-2023), the benefits emphasized are the welfare of Merauke indigenous people and the increase in local original income (PAD). According to the 2021-2025 Merauke Regency RPJMD, the tourism sector needs help managing and developing tourist attractions with minimal contribution to PAD. Therefore, improvements are needed in various fields so that tourism can contribute better to the welfare of the community and PAD, as described in the strategic issues of tourism in Merauke Regency.

Wasur National Park has landscape conditions, a diversity of flora and fauna, and unique local cultural values that have great potential. It is proven that even though it is not optimal, the surrounding community has more or less felt the changes in the economic field. For example, the cultivation and utilization of eucalyptus plants are able to improve the community's economy and the presence of tourists, although less than desired. However, so far this has yet to be fully optimized to build the Wasur National Park. The benefits of Ripparkab itself are not only for regulations that encourage community empowerment, especially in the economic and tourism sectors, but also to increase the contribution of regional tourism to Regional Original Revenue so that all parties can feel the contribution of regional tourism.

c. Site of Decision Making

Policies are shaped by considering the influence of the country's economy, politics, social environment, culture, land, and security, all of which affect government programs. Policy formation is an action step to regulate economic, social, and political aspects that significantly impact society. Development performance is greatly influenced by environmental conditions such as economic growth, political stability, government legitimacy, and human resource profile. Interventions to improve this condition take a long time because they seek to change the fundamental economic, political, and social structures. Policies will only succeed with a strong commitment from policymakers, who have an essential role as controllers, implementers, and evaluators. Policymakers must understand the problem in depth for optimal policy. They also play an essential role in the policy and are evaluated for improvement. The position of policymakers includes the study of development in a complex environment. Case studies show that the action environment is a critical dimension that affects the government's ability to develop. A stable political system creates an environment conducive to government effectiveness, while military coups result in economic stagnation.

Based on the research results, MoU/agreement between Ripparkab policy actors has not yet been formed. The existence of the MoU was formed only between the Mandiri Mahuze group (community group) and the Wasur National Park as the manager of the Wasur National Park. This leads to poor two-way communication. The bad effect of two-way communication then refers to the inoptimal implementation of the Ripparkab policy. The Merauke Regency Tourism and Culture Office is the only implementer of tourism development. The development of the tourism sector not only requires the role of the Tourism and Culture Office but also almost

all elements of the local community and several government sectors related to the development of the tourism sector.

d. Policy Program Implementers (program implementers)

The implementation of policy programs is an important component in a policy, starting from the policy formulation process that determines who is in charge of implementing the program. Policies involving multiple geographies and organizations are more difficult to implement and require significant decision-making authority. Policy implementation is highly dependent on human resources quality, but human resources are often the main obstacle. Common problems in the public sector include low salaries, lack of effective work standards, inability to fire incompetent employees, lack of rewards for good performance, and suboptimal recruitment and promotion procedures. Addressing this condition requires action at the level of public sector institutions.

The implementation of the tourism development program through Regional Regulation Number 4 of 2019 concerning Ripparkab Merauke involves various parties, including the Merauke Regency Tourism and Culture Office, community groups in Wasur National Park such as Mandiri Mahuze, and residents of Selor village around the 1000 Musamus tour. In addition, the Merauke Regency Regional Development Planning, Research and Development Agency (Bappeda R&D) has an important role as a planner and budget executor. Bappeda R&D is responsible for the overall activities of tourism development and development programs, from planning to evaluation, while the Tourism and Culture Office is a technical implementer in the field. The vital role of Bappeda R&D includes decision-making that affects the implementation and budgeting of Ripparkab implementation in Merauke Regency.

e. Resources Committed

Resources are essential in policy implementation, including natural, human, financial, and artificial resources such as facilities. In the Ripparkab Merauke policy context, the main resources used are human resources (HR) and finance. HR is central to an organization, as humans form and run organizations to achieve various visions and missions. Human resource development aims to organize and manage human resources to achieve organizational goals optimally. Human resource development initiatives seek to increase the capacity of individuals to carry out technical and professional tasks, overcome educational and skill limitations determined by economic and social conditions, and improve limitations in the public sector. Such initiatives include training, remuneration, improving working conditions, and reward and punishment systems to attract and retain dedicated professionals in the public sector.

There are two main causes of the lack of optimal human resources (HR) in the Merauke Regency Tourism and Culture Office: first, a mindset that is less sensitive to the idea of tourism development and the reluctance of employees to change for the better; Second, the placement of employees who are not suitable for their fields and expertise. These two causes are interrelated, where a non-performance-oriented mindset inhibits initiative and creativity and leads to low work motivation, which then impacts the placement of employees who need to be in accordance with their skills. In addition, budget constraints are also an obstacle, exacerbated by the mindset that the success of policy implementation only depends on the size of the budget. Success is also greatly influenced by good cooperation and coordination between OPDs and other related parties.

Context of Implementation

Interests of the Actors

Policy implementation is initiated by several policy stakeholders, whom we call policy actors. These policy actors are an essential aspect of the implementation of a policy because policy actors are human resources who implement policies in the field. The role of policy actors is not only limited to implementing policy implementation but also supervising and initiating a policy. Just as humans have ideas and interests, the actors' interests are related to the impact and risks of policy implementation. This Interest is related to improving the

community's standard of living and local governments' interests in building and increasing regional revenue. The interests of the implementation actors are contained in various regulations described in the objectives of the regional vision and mission in a Regional Regulation.

Ripparkab's policy is based on various interests, including tourism development based on Regional Regulation Number 4 of 2019. The main goal is to remove social disparities and improve the economy of the people around Wasur National Park, who currently rely solely on hunting and gathering activities. At the same time, the city's residents have a better variety of jobs. The local government, through tourism, aims to change the lifestyle of the indigenous people of Merauke towards a more sustainable livelihood and reduce conflicts related to the struggle for natural resources. In addition, the government encourages the use of natural products such as eucalyptus oil to improve the population's living standards. Tourism optimization in Wasur National Park is also a focus, to increase the prestige of Merauke Regency and attract visitors, which was triggered by an initial idea from the regent Frederikus Gebze in 2017. The government also aims to increase Regional Original Revenue (PAD) to advance Merauke Regency, which has been constrained by inadequate infrastructure and lack of funds, considering its geographical location far from the country's capital.

Characteristics of the Institution

The institution's characteristics include organizational structure, leadership patterns, and OPD characteristics. The organizational structure usually consists of the head as the main person in charge, the secretary, and several technical and non-technical implementing units. An organization is structured with various parties with different tasks and expertise. Grindle (1995) emphasized that factors beyond institutional control often influence the success or failure of organizational performance. However, Grindle's research shows that institutional performance is strongly related to cultural orientation and problem-solving abilities within institutions, as well as the dynamic interactions between human resources and how those resources are oriented, deployed, and valued.

As part of the local government, the Merauke Regency Tourism and Culture Office has an organizational structure that shows top-down characteristics in its leadership pattern. The head of the agency is the top leadership, who is the leading role in regulating the direction and policies of the Tourism and Culture Office. In implementing the Merauke Regency Ripparkab, this structure allows for a clear hierarchy from top to bottom, where decisions and orders come from the leadership and are disseminated to the implementing employees. However, although this structure is common in Indonesia, to ensure its effectiveness, leaders need to communicate the vision and mission to all employees, from the middle management level to the field staff. However, on the ground there are indications that mid-level leaders and staff have yet to be fully able to implement the policies set by their superiors, especially in terms of responsiveness and technical expertise.

Recommended Model for the Implementation of Tourism Attraction Development Policy at KPPK Wasur Merauke National Park

As for the findings in the field on the aspect of policy content, the following can be concluded: 1) the government's desire to change the standard of living of the people around Wasur National Park is constrained by the mindset and lifestyle of the local community that they have with the urban community, 2) the lack of the role of the tourism sector because human resources are still not optimal, 3) the lack of the role of local governments and OPDs, both regulations, assistance, facilitators, and management of local tourism, for example the levy that is still managed by the Ministry of Forestry (central government), 4) the community still does not have awareness of the importance of advancing the regional tourism sector, for example traditional arts that have not been scheduled, 5) coordination and communication between OPDs do not run as they should, due to an imbalance in the distribution of duties and authorities so that there is an overlap in implementing a policy 6) The Merauke Regency Tourism and Culture Office, which has just been formed, still needs to form quality human resources, this is because the placement of employees is not in accordance with their expertise and employees are not motivated and do not innovate, 7) the amount of infrastructure is inadequate and the amount of budget is limited.

The findings in the field related to problems in the policy context aspect are as follows: 1) The top-down organizational character allows for a hierarchy from top to bottom so that the organization is influenced by the decisions of the organization's leaders. However, in the implementation of Ripparkab, the leaders at the middle management level (Esellon 3-4) and the lower level (staff) have not been able to grasp what is the vision, mission, and goals of the organization as intended by the organizational leaders, 2) the formation of a new province of South Papua with its capital is Merauke City, making the current policy implementing organizational structure in a non-ideal condition due to the vacancy of strategic employees. 3) The quality of human resources is still not optimal because the implementing parties (Dispar and the people who manage Wasur National Park) related to responsiveness and mindset are still relatively low, 4) The Merauke Regency Tourism and Culture Office is still the only implementer (single fighter) in the implementation of Ripparkab without coordinating with other elements of government/OPD, 5) Poor two-way communication because the existence of MoUs/agreements between actors has not yet been formed except only between groups Mandiri Mahuze (community group) with Wasur National Park so that there is no clear and binding document between policy actors, 6) the mindset of the community is still simple and requires training to change the mindset, social status, and economy of the community.

CONCLUSION

Based on the results of the study, the conclusions of this study are as follows:

The Implementation Process of the Development Policy of the DTW KPPK TN Wasur in Merauke Regency through Regional Regulation No. 4 of 2019 concerning the Merauke Regency Tourism Development Master Plan for 2018 – 2032 from the perspective of the content of policy and the context of implementation shows that there is an in optimality in the policy administrative process where the Tourism and Culture Office as the leading implementer cannot which is motivated by the inability of human resources and builds the collectivity of the resource ecosystem with other bureaucratic implementers to achieve policy objectives. This is also due to the policy environment where the implementation context has not been given a comprehensive political process, which shows that the Regent's political platform related to tourism has not been actualized in the process and determination of the ideal Renbang (technocratic platform). More detailed indications of the research findings include that: a) The capacity of tourism human resources/personnel is not adequate (integrity and creativity); b) Infrastructure barriers as support for tourism accessibility; c) The formal instruments of existing policies are not yet comprehensive and holistic, the substance (Ripparkab regulations) is not optimally integrated with the implementers (OPDs, especially Disparbud); d) The policy gap and authority of the implementers, especially the Regency Government and the Wasur National Park Center, have not been resolved; e) Tourism is part of human rights that has not been formally actualized (Interest affected). f) The implementation of synergy between Tourism Institutions & Ecosystems has not been optimal (ex: 3A); g) Orientation gap and silo mentality between Ripparkab implementers; h) Community empowerment is not optimal; i) Partiality and Political Will Implementation of DTW Development Policy in Wasur National Park which is not optimal.

The Model for the Implementation of the Development Policy of the DTW KPPK TN Wasur in Merauke Regency through Regional Regulation No. 4 of 2019 concerning the Merauke Regency Tourism Development Master Plan for 2018 – 2032 from the current implementation modelling, it still needs improvement and improvement. The recommendation model provides a model of policy implementation with the implementation of policies both administrative and political processes on the Implementation of the Development Policy of the DTW KPPK TN Wasur. The researcher emphasized that there is a need to reconstruct the theory of Policy Implementation from Merilee S. Grindle, because the implementation of the DTW development of the Wasur KPPK must be through linkedness between policies and various programs (multi-action programs) with the objectives (outcomes of governmental activities) that are oriented towards sustainability.

Suggestion

Implementation and network of program implementers to strengthen the most priority aspects of the content of policy.

The need for initiation and innovation through harmonization and synchronization of upstream to downstream policies related to the actualization of Interest affected by Ripparkab policies both horizontally and vertically to strengthen the most priority aspects of the context of implementation

We are ensuring the synchronization of the master plan for the development of the DTW KPPK TN Wasur in Merauke Regency into various regional planning platforms so that the accountability of policy implementation can be accounted for in order to strengthen the most priority aspects of the internal and external capacity aspects of the Ripparkab policy implementation process.

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