

Policy Of Tourism Development In Sawarna Village Lebak District Banten Province

Dr. Harits Hijrah Wicaksana, S.Sos.,M.Si
STISIP Setia Budhi Rangkasbitung
 haritshijrah@gmail.com

Abstract—Tourism potential in Lebak District must be managed and utilized optimally through the implementation of tourism development programs that are expected to be a trigger for regional growth and the spread of tourism places that tourists can visit. The legal basis for implementing tourism policy in Lebak Regency is contained in Lebak District Regulation No. 1 of 2016 concerning the Master Plan for Tourism Development in 2016-2031 [1] in Lebak District. This research was conducted using qualitative methods, the selection of informants was done purposive. The technique of collecting data through interviews, observation and documentation studies. The analysis in this study uses the Theory approach used is the theory of policy implementation from Van Meter and Van Horn in [2] because the results or performance of the policy are determined by the following factors: certain standards and targets; resource; communication between organizations; the character of the implementing bureaucracy; implementing attitude; social, political and economic conditions. Based on the results of the analysis, the implementation of the development of the tourism sector in Lebak Regency has faced a major problem, namely: the limitations of tourism human resources, both in quantity and quality (competent and professional); it is not good for infrastructure (facilities and infrastructure), especially road access and transportation networks, to tourist destinations so that it influences the performance of the tourism sector; cross-agency coordination and cross-actors that have not been optimal.

Keywords: *Implementation, Tourism and Public Policy*

I. INTRODUCTION

The increase in foreign tourists from 2000 to 2016 the data continues to increase. Data from the Central Statistics Agency (BPS) shows the number of foreign tourist arrivals to Indonesia during January-November 2016 reached 10.41 million visits, up 10.46 percent. This is compared to the number of foreign tourist arrivals in the same period in 2015, which recorded 9.42 million visits [1]. The policies outlined in various government programs are part of the government's efforts to develop the tourism industry in Indonesia. These efforts certainly need to be supported by all development stakeholders including the role of the community itself as the spearhead of the advancement of Indonesian tourism in the future. The progress of tourism must be balanced with the progress of the people's economy. So the importance of increasing tourism based on community participation, empowerment is a measure of the success of tourism development. One of the things the government is currently doing is to develop an increase in tourist villages, which are part of the tourist destinations.

Sawarna Village in 2014 was nominated for the best National Tourism Village award out of 10 Tourism Villages in Indonesia. This village is ranked 7th best in the

National. This means that the tourism potential of the Sawarna Village, if managed and involve the community in its development, is expected to encourage the welfare of the community. The Lebak Regency Government itself is currently developing 29 tourist destinations until 2019. The development is carried out to attract domestic and foreign tourists. Sawarna tourism destinations by the Lebak Regency government are aimed at increasing community economic growth (Bappeda of Lebak Regency, 2016). The development of the allotment of tourism in Lebak Regency is based on areas that have tourist objects and attractions as well as the availability of supporting tourism facilities and infrastructure. because of the diversity of types of tourist attractions, including cultural tourism, natural tourism, and artificial tourism. Sawarna village itself is famous for nature tourism, the main attraction of Sawarna which has attracted tourists all this time is Surfing, Sawarna Beach, Tanjung Layar Island, Ciantir White Sand Beach, and Lalay Cave. Furthermore, for supporting attractions, including the attractions of Langir Cave, Fishing, Muara Sawarna Beach, Legon Pari Beach, Karang Taraje and Karang Bokor.

There is a phenomenon of the problem in this research is, there is still a lack of access to facilities and infrastructure that supports tourism development in the Sawarna Village, Lebak Regency. From the lack of good awareness of the visitors not to litter, the access road to the Sawarna beach area which was badly damaged was about 3 Km because it passed the red and white cement factory site. Lack of surf and swim rental equipment and coast guards.

From the statement of the problem, the formulation of a research question that forms the basis of this research is as follows: "What is the model for implementing tourism development policies in Sawarna Village, Bayah District, Lebak Regency"?

II. LITERATURE REVIEW

Implementation study is a study of policy studies that lead to the implementation process of a policy. In practice policy implementation is a process that is so complex that it is often politically charged with the intervention of various interests. According to Van Meter and Van Horn (1975) in [2]

policy implementation is "Actions taken either by individuals or officials or groups of government or private that are directed at the achievement of objectives that have been outlined in the wisdom decision". Then translated into indicators of success in policy implementation or policy performance is determined by factors as follows:

policy standards and objectives; resource; communication between organizations; the character of the implementing organization; implementing attitude; social, political and economic conditions.

III. RESEARCH METHOD

The research method used by researchers is a qualitative method, because this method is seen by researchers more relevant to be used in observing the model of implementing tourism development policies in Sawarna Village, Lebak Regency. Qualitative research methods According to [4] are methods to explore and understand the meaning that by a number of individuals or groups of people ascribed social or human problems. As for the informants were the Head of the Lebak Regency Tourism Office, the Secretary of the Lebak Regency Tourism Office, the Sawarna Village Head of the Lebak Regency, the Chairperson of the Home Stay Owners Association in Sawarna, the Community Organization engaged in tourism, the Head of the Life Guard Team in the Sawarna Village of the Lebak Regency, Visitors tourists and community leaders in Sawarna Village, Lebak Regency.

Data collection techniques through data collection techniques with the study of documentation, observation (observation), in-depth interviews. The data validity technique with triangulation is carried out to check the validity of the data using something other than the data for checking purposes or as a comparison of the data. Triangulation used is source triangulation. The analysis

technique used is a qualitative analysis carried out through the steps: first, the categorization of issues relating to tourism development policies in Sawarna Village obtained through observation, in-depth interviews from key informants, and documentation studies. Second, the data and information collected are then analyzed using triangulation techniques. Triangulation analysis is a technique of linking data and information obtained from one source of information with another source of information, to gain an understanding of the interpretation of the problem under study. Third, the results of the triangulation are then used as the basis for drawing conclusions from the results of the study.

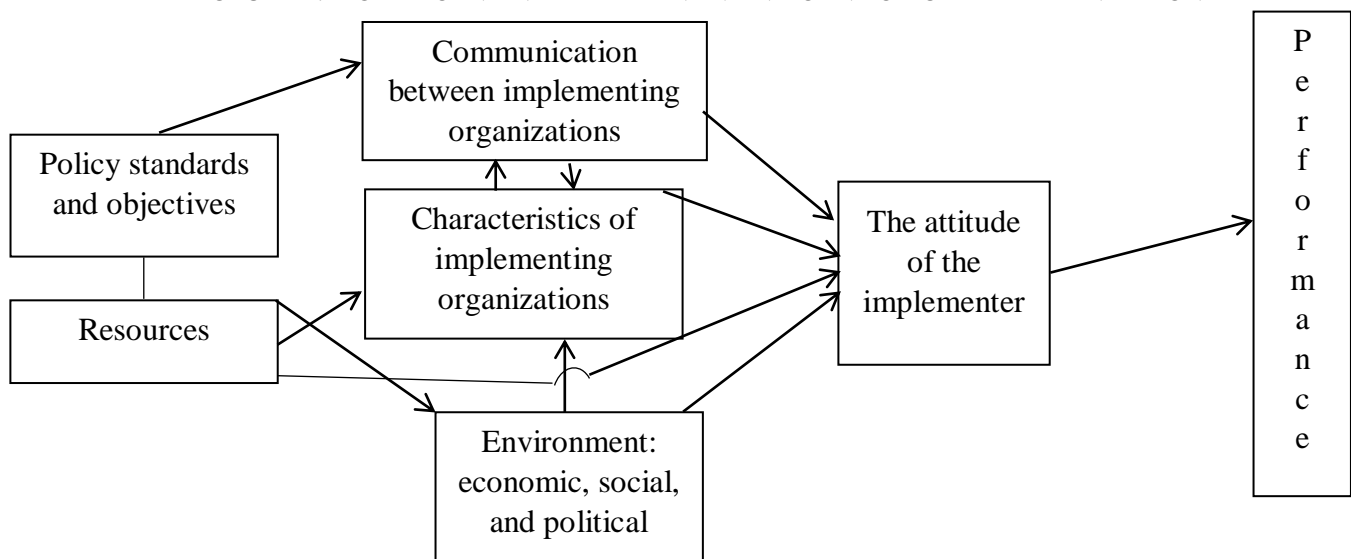
IV. FINDINGS AND DISCUSSION

Sawarna Village is located in the Bayah District of Lebak Regency and is a village around the forest and a coastal village which is a guided tourism village.

Location of Sawarna Village height: 2 to 90 M above sea level and has average rainfall: 1200 mm / year. Topography of Sawarna Village consists of: Plain: 800 Ha and Hills / Mountains: 700 Ha. The area of Sawarna Village is: 1,700 Ha consisting of 10 citizens association, and 30 neighborhood association.

The process of policy implementation starts from when the goals and objectives are set at the beginning of a policy [9]. Van Metter and Van Horn (1975) provide an explanation of the basic model of the policy implementation process which includes six variables and has a link between policy and performance.

PICTURE 1. MODEL OF VAN METTER AND VAN HORN POLICY IMPLEMENTATION



Source : Van Metter and Van Horn in Winarno (2007:157)

When viewed based on techniques or models of policy implementation that are generally applicable, the model introduced by Van Metter and Van Horn (1975) is the most classic model. This model presupposes that the implementation of policies runs linearly or straight from the Public policy, the implementer and the performance of the Public policy.

a. Policy standards and objectives

Tourism activities there are several parties who have a role and are directly involved in tourism activities, including the government, private sector and the community. The government as the holder of regulations in a variety of potentials that can be utilized for the sustainability of society, of course policies are needed as a guide and guide

in developing various community activities. As Dye in Islamy (1995: 19) emphasizes that public policy is an embodiment of action and is not merely a statement of the wishes of the government or public officials, so in addition, the government's choice not to do something is also a public policy because it has the same effect / impact as the government's choice to do something.

The legal basis in this tourism policy is contained in the Regional Regulation of the Regency of Lebak No: 1/2016 concerning the Tourism Development Master Plan for 2016-2031 in the Regency of Lebak. The commitment of the village government is contained in the Sawarna Village Regulation No: 4/2013 [8] concerning Village Owned Enterprises in 2013 to improve the economy and income of the village community in accordance with the needs and potential of the village, a forum for managing the village economy is needed. Village regulation policies related to tourism are part of regulations, rules, guidelines, directions and development / promotion targets.

As in Sawarna Village Regulation No: 4/2013 concerning Village Owned Enterprises in 2013 article 4 paragraph (1) that the Sawarna Village Government established a Village Owned Enterprise called BUMDes "Warna Jaya Desa Sawarna" in accordance with the results of village deliberations. And paragraph (2) confirms that the owner of BUMDes is the Head of Sawarna Village in this case for and on behalf of the people of Sawarna Village acting on behalf of his position, acting as BUMDes Commissioner.

Based on that, the village government has a commitment to emphasize that the Sawarna Village area is a tourist village area that is managed by the village and implemented by the surrounding community to improve welfare needs. The government's involvement in making regulations actually provides reinforcement to manage Sawarna Village together, but it still becomes the village's authority to distribute the results of the management of Sawarna beach into an economic zone for community economic prosperity.

As Goeldner and Ritchie [5], emphasized that tourism policies as regulations, rules, guidelines, directions and development or promotion targets as well as strategies that provide a framework for individual and collective decision making that directly affect tourism development in the long term and at the same time daily activities. days that go on a destination. So tourism policies are made for long-term goals and become the target of tourism development. The issuance of village regulations, is more about providing business opportunities for local communities that are managed independently both coastal management as a mainstay of the area of business and lodging areas that serve as a source of income for the village community. For the development of the Sawarna tourism village area as a tourist area, it is always decided together and community involvement is often the highest decision to expand the tourism village area. Community involvement in participating in regional development decisions is actually more on the desire to strengthen long-term commitments.

Based on field observations and the results of interviews revealed by the Sawarna Village government and managers involved in Sawarna Village sustainability activities as a

tourism area, it was concluded that the village government had a strategic role in regulating the running of attractions as an area to improve the lives of local communities. As a government that provides support through village regulations to involve various elements of the community and the profession that supports the environmentally friendly tourism of the local community. Strategic support carried out by the government to involve local communities in supporting the sustainability and sustainability of the economic life of the tourism area community including preparing supporting facilities and infrastructure. Supporting facilities include the construction of a bridge that connects the main road with Sawarna Tourism village area. The bridge can only be traversed by two-wheeled vehicles, and is very useful for the motorcycle taxi community. In addition, the coast guard area is also set up with remote monitoring facilities for coast guards in monitoring the activities of tourists who use the beach.

Correspondingly, Mahdayani [6] if nature is preserved, then the people themselves will enjoy the preservation. Likewise with tourism activities, if the preservation of the environment around the tourism area is well maintained, then the people who will benefit economically. Sawarna Village area as a tourism area to date has been preserved by maintaining Sawarna Village area as a rural and sustainable environment. The condition of sustainability is the main attraction for people who visit the Sawarna Village Tourism beach area.

b. Resources

The success of the policy implementation process is highly dependent on the ability to utilize available resources. Humans are the most important resource in determining a successful implementation process. Certain stages of the entire implementation process according to the presence of qualified human resources in accordance with the work required by policies that have been determined politically. Other resources that need to be taken into account are financial and facility and infrastructure resources. Because inevitably when competent and capable human resources are available while capital resources through the budget are not available, then there is indeed a difficult problem to realize what the Public policy objectives are trying to achieve. Likewise, infrastructure resources, when human resources and financial capital are running well but the problems of infrastructure have not yet been fulfilled, this can also be the cause of the failure of policy implementation.

As for some of the potential natural resources which are very potential as written in the Sawarna Village Profile [7] are:

1. Potential of Marine Tourism Objects:
 - a. Tanjung Layar Beach;
 - b. Ciantir Beach;
 - c. Pulo Manuk Beach;
 - d. Legon Pari Beach;
 - e. Sikabayan Beach.
2. Potential Cave / Geo Tourism Objects, including:
 - a. Langir Cave;
 - b. Lalay Cave;
 - c. Lauk Cave;

- d. Sikadir Cave;
- e. Camaul Cave.
3. Potential Pilgrimage Tourism Objects:
 - a. Lawang Saketeng Pilgrimage;
 - b. Tumenggung Pilgrimage.

In addition to tourism potential, Sawarna Village has other natural resource potentials, including: coal content, quartz sand, limestone, glass stone, and so on.

Tourism objects in Sawarna Village especially Sawarna Beach have advantages because the waves are quite high, making it suitable to develop surfing tourism. Sawarna Beach which is directly facing the Indian Ocean is very beautiful because the sound of waves and strong winds can enjoy the beauty of the natural panorama. It's just that the condition of infrastructure in the Sawarna Coast region has not been much improved by the government, so it is often difficult for tourists to come to these attractions.

The tourism potential in Banten Province which is now one of the most desirable destinations is Sawarna Beach. These tourism objects are of interest to local and foreign tourists and include local government mainstays that are heavily promoted. The beauty of the region is supported by its pristine natural panorama, such as mountains, forests, with its rare plants, rivers with its unique cultural style, natural panorama that stretches wide from the sloping hills, steep coral hills, low-lying parallel to the line beach. With the natural conditions in the Sawarna tourist area, tourists can spoil their eyes and satisfy their hearts while visiting.

In 2014, Sawarna Village was nominated for the best National Tourism Village award out of 10 Tourism Villages in Indonesia. This village is ranked 7th best in the National. The tourism potential of Sawarna Village, if managed and involve the community in its development, is expected to encourage the welfare of the community. At the Lebak Regency level, tourism development is being intensified. The Lebak Regency Government itself is currently developing 29 tourist destinations until 2019. The development was carried out to attract domestic and foreign tourists. The Sawarna tourism destination by the Lebak Regency Government is aimed at increasing community economic growth, (Bappeda of Lebak Regency, 2016).

c. Communication between implementing organizations

According to Van Metter and Van Horn (1975), communication between institutions is one of the determinants of the success of the policy implementation process. The tourism area is currently developing and can be said to be one of the industry's newest approaches and has the opportunity to be developed. The importance of being developed in the tourism sector, because it is able to provide rapid economic growth in terms of employment opportunities, improvement of living standards and in activating the home industry sector both stalls and other souvenirs for tourists visiting Sawarna.

As a tourism area, Sawarna beach as well as a complex sector includes other industries in the classical sense, such as the handicraft industry, and the souvenir industry, lodging and transportation. Souvenirs are prepared by handicrafts in the form of clothing and from wood carved with the

characteristic of Sawarna's identity. The movement of tourism activities, is something related to the movement of economic activities in the local community as a result of the functions of the Sawarna Village tourism area. Tourists visiting the Sawarna Village area are also prepared lodging in a very unique form because it is facilitated directly by the local community. Based on field observations, it is known that rental accommodation in the Sawarna Village area varies greatly for prices ranging from Rp. 200,000 to Rp. 500,000 / night.

The importance of tourism management mechanisms through institutional strengthening, because it contains the direction or action that must be taken by the managers involved in it, both physically and in promotion. Management will have a value if it puts forward the values of locality or plan, both individually or institutionally. The management of Sawarna Village as a tourism center puts more emphasis on the concept of locality and involves local communities to be more directly involved. The mechanism of involving local people, based on observations can be seen from the availability of lodging (home stay), all of which are managed by local communities by utilizing the facilities of their place of residence, as well as other supporting activities all sourced from the local community. The number of home stays was 59 and the home stay rooms reached 364 [7].

With the participation and participation of local communities in village government policy making is often held through deliberations. As stated by several informants managing the inn, and the coast guard as well as the stall owner, it was revealed that so far every decision making related to the Sawarna tourism village area must be involved. Furthermore, the statements of several informants functioned to make Sawarna Village a jointly owned tourism village. Because it belongs together, it is expected to maintain it together, so that it still feels owned and friendly to visitors.

d. Characteristics of implementing organizations

According to Van Meter and Van Horn (1975), in implementing a program, the character of the executor of the policy must be hard and strict in character to the rules and obey the applicable legal sanctions. The focus of attention on implementing agencies includes formal and non-formal organizations that will be involved in implementing public policies. This is very important because the performance of policy implementation (public) will be very much influenced by the right characteristics and is suitable with the role of the implementing agent.

The development of Tourism in Sawarna Village actually stretched since 2008 until now. One of them is a favorite visited by tourists is Sawarna Beach. This beach is famous for its beauty that is still maintained until now, its location far from the city crowd makes this tourist attraction has its own attraction compared to other beaches in Banten Province. Sawarna Beach has a landscape of natural beauty tucked into the Indian Ocean. The beaches are white sand, clear blue water and dense green hilly. The beach length reaches 65 km decorated with coral and white sand. This beach is the most beautiful beach of five beaches

owned by Banten province. To get to Sawarna Beach, you can take the route: Serang - Pandeglang - Malingping - Bayah - Sawarna, Rangkasbitung - Cileles - Gunung Kencana - Malingping - Bayah - Sawarna, or from Pelabuhan Ratu - Cibareno - Bayah -Sawarna.

According to the Lebak Regency Tourism Office (2017), Sawarna Beach tourism object is considered to be global because its natural scenery is quite beautiful as well as relatively high wave character. So far the Sawarna Beach tourism object is packed with visitors, mostly domestic tourists, to fill school holidays and holiday. They came from the Banten region as well as DKI Jakarta, Sukabumi, Bogor and Bandung.

e. The attitude of the implementer

The attitude of acceptance or rejection of (implementing) agents will greatly affect the success or failure of the performance of the implementation of public policies. Tourism will not be able to develop locally, if it is not supported by the presence and availability of human resources that can maintain and be consistent in developing tourism. Tourism conditions in the Sawarna Village Area, have been well developed, and only focus more on local resources to support them. Based on field observations, it was found that the availability of nature around the Sawarna Village area was very interesting and became excellent for tourists to visit. The white sand beach area and the surrounding nature support, so Sawarna is known as a beach tourism area that is not exploited by its environment.

The presence of tourists also feels comfortable, because it is supported by lodging facilities provided in the Sawarna beach area, by occupying lodging provided by local residents. Besides that, in terms of the food aspects also served, more are served through local products including menus that are often served are grilled fish and drinks from young coconut water which are obtained at the local level. Also in terms of seating facilities in the beach area using halls provided by the local community as a temporary stopover for tourists.

The observations also show that the rule is that four-wheeled vehicles or cars cannot enter the Sawarna Beach Tourism area passing through or crossing the Sawarna River which is access to tourism objects in Sawarna Village. This is unique, as a policy to maintain the authenticity of attractions in the region. In addition, the policy is not permitted to erect hotel buildings in the area of tourist attractions, which are intended to protect local residents so that they can use and maintain their homes for home stay and provide welfare benefits to the surrounding community.

f. Environment: economic, social, and political

Non-conducive economic, social and political environment can be a source of failure of policy implementation performance. Therefore, efforts to implement policies must also pay attention to the conducive conditions of the external environment.

Development approach, ecotourism is a method of utilizing and managing environmentally friendly tourism resources at the local level in accordance with its natural potential. As Sawarna Village area which has a coastline

that extends from the Sawarna Village area and has a characteristic white sand and high waves. That potential is exploited by local communities to be developed into economic zones.

The beach tourism activities that have been developed so far have produced results and have an impact on the economic life of local people and migrants as tourists to enjoy the beach area as a place to fill holidays both with family, colleagues and communities. That condition provides mutual benefits for local people and almost local people depend on tourists by developing their respective expertise in supporting the development of tourism.

The tourism area of Sawarna Village as a whole of economic area provides its own benefits for the community. Based on observations made, it was found that the growth of the economic area both stalls and lodging, is a business area that produces for the local community. Through these economic activities, many Sawarna people have switched activities that were once farmers and shifted to the tourist service sector. The use of tourism is, so various parties feel ownership and are very important in ecotourism not only tourists but also other tourism actors who can take advantage of the results of tourism itself, for example rental vehicle owners, lodging owners, stall owners and also grow local craftsmen.

The ecotourism of Sawarna Village is that which is maintained locally and in a participatory manner, is actually an approach in preserving nature and life that is both inside and around by prioritizing the welfare of the local community. Furthermore, the concept of community-based ecotourism in this case takes the socioeconomic dimension, which is a further step by developing a form of ecotourism in which the Sawarna community has a role and has full control. The involvement of the Sawarna community locally, both in its management and development, and the main proportion concerns the remaining benefits in the Sawarna community itself and the tourists visiting Sawarna.

V. CONCLUSION

The tourism policy development model in Sawarna Village, so far, has been carried out through a participatory approach involving various community components in it, especially in terms of regulations carried out through strengthening the support of the Sawarna Village Government by issuing village regulations.

In addition, the involvement of various elements of both the community (community leaders, entrepreneurs, government and small businesses) support each other. When examining in depth related to the model of tourism development policies in Sawarna Village, Lebak Regency, the reality of the field is not optimal because: (1) The preparedness factor of the government apparatus both implementing and planning; (2) The availability of the budget is not yet optimal both the support from the Regional Government of the Regency of Lebak and the Government of Sawarna Village; (3) Community readiness to capture opportunities from tourist visits as a source of income by presenting creative industries in the form of souvenirs in accordance with unique and interesting local wisdom.

VI. RECOMMENDATIONS

The tourism policy development model in Sawarna Village, so far, has been carried out through a participatory approach. For that the authors give suggestions, namely: (1) it is necessary to foster and develop and design development planning especially tourism policies that are participatory in planning, democratic in the formulation of prime policy in service by involving various community components in it, especially in terms of regulations carried out through strengthening the support of the Sawarna Village Government; (2) it is recommended that the regional government make regulations in the form of local regulations and technical derivatives that regulate sustainable, management and tourism development models in Sawarna Village in a sustainable manner; (3) Related to the arrangement of the marketing area of the results of local products so that they can be channeled properly, because economically with the tourism area of Sawarna Village has brought economic resources to the surrounding community locally, especially the sale of local products produced by the handicrafts of the surrounding community.

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