



PROGRAM EFFECTIVENESS ANALYSIS OF TOURISM AREA REHABILITATION OF PARANGTRITIS BEACH IN BANTUL REGENCY

Suranto¹ and Annihayah²

Abstrak: Penurunan jumlah wisatawan yang mengunjungi Pantai Parangtritis sejak tahun 2004 membuat pemerintah daerah Kabupaten Bantul mencoba membuat program untuk mengatasi persoalan tersebut. Tujuan dari program tersebut adalah meningkatkan kualitas lingkungan pantai, melakukan konservasi, mempromosikan investasi, mengembangkan potensi kawasan pantai parangtritis. Tulisan ini berupaya untuk menganalisa tingkat efektifitas program yang dirancang Pemerintah Kabupaten Bantul ini.

Keywords: Rehabilitation, Bantul Local Government, Parangtritis

INTRODUCTION

Parangtritis beach tourism area is the main *icon* of tourism destination in Bantul Regency. The magnitude of the beach that has long been known as famous destination for both domestic and foreign tourist is for its multi-dimension roles. In economic perspective, the area has an important role in contributing to Local Revenue (PAD) of Bantul Regency.

The number of visitors, however, decreases significantly for the last three years. There are some factors, such as Tsunami disaster in Aceh (2004), 5,9 Richter scale of Earthquake disaster (2006) and *tsunami* disaster of Pangandaran Beach on July 2006.

Besides, the main factor for the decrease numbers of visitors is the physical condition of the beach which is mash and unhealthy. In relation to this phenomenon, the recent Bantul Regent, HM Idham Samawi, stated that the *bacteria E-coli* water pollution has exceeded the upper level. Moreover he said that there were twelve local hostesses who suffered AIDS. (*Kedaulatan Rakyat Daily*, 17 September 2007).

Based on the empirical phenomenon, Bantul Regency Local Government has conducted the program of Parangtritis Beach Tourism Area Rehabilitation since 2004, which is based on the 127/2004 Regent's Decree about Technical Plan of Parangtritis Tourism Resort Development. The objectives of the program are: (1) increasing the quality of physical-environment; (2) endorsing environmental conservation as well as resources in the area; (3) promoting investment climate as well as empowering the society; and (4) developing tourism potential of the area.

The research intended to explore the effectiveness of Parangtritis Beach Tourism Area Rehabilitation Program until June 2008. The consideration is its strategic position

¹ Suranto is Lecturer at the Department of Government Studies, Faculty of Social and Political Sciences, Muhammadiyah University of Yogyakarta.

² Annihayah is Alumni of Magister of Urban and Regional Planning, Gadjah Mada University, Yogyakarta.

due to the pilot project of other south beach rehabilitation. The aims of the research are: (1) to examine and analysis the effectiveness of Parangtritis Beach Tourism Area Rehabilitation Program. (2) to explore the determinant factors of the program effectiveness.

LITERATURE REVIEW

1. Tourism Area Development

The concept of area rehabilitation has commonly identical with the concept of area development. It is logical due to the wider meaning of area development than area rehabilitation. Area development is the government's effort to develop a certain region to develop the area (Rustiadi, 2001).

In relation to tourism concept, tourism area rehabilitation is a specific area development to be utilized as tourism activities (Act No. 9 / 1990 about Tourism).

2. Program Implementation

Howleyt dan Ramesh (1995:153) defined program implementation as *"the process whereby programs or policies are carried out; it donates the translation of plans into practice"*.

There are many determinant factors on program implementation. Based on the theoretical examination on 8 program implementation theories, there are four main determinant factors, i.e. resources, environment, disposition and communication-coordination (van Metter & van Horn (1975), Grindle (1980), Edward III (1980), Mazmanian & Paul A. Sabatier (1980), Cheema & Rondinelli (1983:28), Hogwood & Lewis Gunn (1984), Jones (1996) and Thompson (1999).

3. Effectiveness

Meanwhile the effectiveness concept can be defined as measurement of goals attainment (Barnard, 1982:117, Anoraga, 2000:178 dan Kisdarto, 2002:139). Hence, area rehabilitation program effectiveness program can be stated as the degree of attainment of planned objectives.

To measure the effectiveness of the program for short period, Gibson et. al (1984) stated that there are three indicators: (1) productivity, (2) efficiency, and (3) stakeholders' satisfaction. These indicators will be combined with the formal objectives of the program based on the Bantul Regent's Decree No 127 / 2004 .

RESEARCH METHOD

The research utilized a deductive-qualitative approach, using questionnaire, interview, observation and documentation for gathering data. Meanwhile the subjects of the research are program stakeholders that consist of government, private sector and society. The type of data analysis is qualitative-descriptive one.

Index analysis technique is utilized to measure the satisfaction of stakeholders on the program. To make an assessment to the degree of overall effectiveness used *benchmarking* of the formal objectives of the program. Benchmarking techniques is based on the stakeholders' preference to the four formal program objectives. The result of benchmarking phase is as follows:

Table 1
Benchmarking of Area Rehabilitation Objectives Using Item Weighed Based on Stakeholders Preferences

PROGRAM OBJECTIVES	GOVERNMENT			PRIVATE SECTOR		SOCIETY		Sum	Weighed (*)
	DIY	Ban tul	Prg triti s	Tour- ism Acti- vists	Ven- dors	Tou- rists	Com- muni- ty		
1. Environment –Physical Quali-ty Improve-ment	3	4	1	2	2	4	1	17	24,29%
2. Conservation of Environ- ment and Resources	1	3	2	1	1	2	2	12	17,14%
3. Investment Climate Improvement & Community empowerment	2	2	4	3	4	1	4	20	28,57%
4. Tourism Potential Development of Parangtritis Beach	4	1	3	4	3	3	3	21	30,00%
Sum								70	100%

(*) Weighed is based on proportion of the total

PROGRAM EFFECTIVENESS OF PARANGTRITIS BEACH TOURISM AREA REHABILITATION

The discussion follows the effectiveness indicators stated by Gibson et.al (1983) that consist of productivity, efficiency and *stakeholders' satisfaction*.

1. Productivity indicator

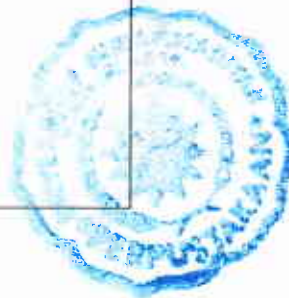
The attainment of program productivity is determined by comparing the present condition to the previous condition before program implementation. The complete data is as follows:

Table 2
 Determinant Factors Matrix of Goal Attainment Effectiveness of Parangtritis Beach Area Rehabilitation Program

PROGRAM OBJECTIVES	MEASUREMENT	PROGRAM OUTPUT		IMMEDIATE OUTCOMES	RESULT
		BEFORE IMPL- MENTATION	AFTER IMPL- MENTATION		
1. Environment – Physical Quality Improvement	<ul style="list-style-type: none"> Reduction of illegal residence 	<ul style="list-style-type: none"> There were 326 illegal residence 	<ul style="list-style-type: none"> There is no illegal residence 	<ul style="list-style-type: none"> Beach line area is clean. The attainment of illegal residence reduction is 100% 	<ul style="list-style-type: none"> Effective
	<ul style="list-style-type: none"> Reduction of bacteria <i>E-Coli</i> water pollution potential. 	<ul style="list-style-type: none"> Individually absorption System of liquid waste There were 480 water closet 	<ul style="list-style-type: none"> Communal Absorption System of liquid waste There are only 120 water closet 	<ul style="list-style-type: none"> Reduce of bacteria <i>E-Coli</i> pollution in the area. The number of water closet decreased to 360 (75%) 	<ul style="list-style-type: none"> Effective
	<ul style="list-style-type: none"> Reduction of solid waste 	<ul style="list-style-type: none"> Two dump trucks took solid waste twice a week in the area. 	<ul style="list-style-type: none"> Two dump trucks take solid waste three times a week. 	<ul style="list-style-type: none"> The increase of 50% solid waste managed 	<ul style="list-style-type: none"> Effective

PROGRAM OBJECTIVES	MEASUREMENT	PROGRAM OUTPUT		IMMEDIATE OUTCOMES	RESULT
		BEFORE IMPLEMENTATION	AFTER IMPLEMENTATION		
	<ul style="list-style-type: none"> Clean water availability 	<ul style="list-style-type: none"> Sufficient availability of clean water for washing and bathing (MCK) 	<ul style="list-style-type: none"> Sufficient availability of clean water for washing and bathing (MCK), but the water is hotter than before. A tidy area condition 	<ul style="list-style-type: none"> There is no improvement in availability of clean healthy water. 	<ul style="list-style-type: none"> Effective
	<ul style="list-style-type: none"> Spatial-Visual Aspects 	<ul style="list-style-type: none"> A mashed area condition 	<ul style="list-style-type: none"> A tidy area condition 	<ul style="list-style-type: none"> The condition of the area has been tidy 	<ul style="list-style-type: none"> Effective
2. Conservation of Environment and Resources	<ul style="list-style-type: none"> Sustainable Conservation zone (Public Recreation Zone and Culture Zone) 	<ul style="list-style-type: none"> Fully illegal residences public recreation zone Cultural Zone (Maghribi Grave, Bela-Belu dan Cepuri) 	<ul style="list-style-type: none"> Free-illegal residences public recreation zone Sustainable cultural zone 	<ul style="list-style-type: none"> Both Recreation zone and culture zone has been preserved 	<ul style="list-style-type: none"> Effective
	<ul style="list-style-type: none"> Sustainable Preservation Zone (Beach and Sand Dunes) 	<ul style="list-style-type: none"> The Zone area of beach and sand dunes preservation covers 48,913 Ha. 	<ul style="list-style-type: none"> Fixed sand dunes and beach zone. 	<ul style="list-style-type: none"> Beach and Sand Dunes zone has been conserved 	<ul style="list-style-type: none"> Effective

PROGRAM OBJECTIVES	MEASUREMENT	PROGRAM OUTPUT		IMMEDIATE OUTCOMES	RESULT
		BEFORE IMPL- MENTATION	AFTER IMPL- MENTATION		
3. Investment Climate & Improvement Community empowerment	<ul style="list-style-type: none"> The growth of economic activities in the relocation area 	<ul style="list-style-type: none"> There were 326 illegal vendors in the beach line area 	<ul style="list-style-type: none"> The 326 vendors have been relocated to new location, but only few vendors continue their profession 	<ul style="list-style-type: none"> The decrease of vendors quantity 	<ul style="list-style-type: none"> Ineffective
		<ul style="list-style-type: none"> Daily vendors' income was between Rp. 100.000 to Rp. 500.000. 	<ul style="list-style-type: none"> Daily vendors' income drop to 40% 		
4. Tourism Potential Development of Parangtritis Beach	<ul style="list-style-type: none"> The increase of quantity of tourism object and appeal. 	<ul style="list-style-type: none"> Limited natural and cultural tourism object and tourism appeal. 	<ul style="list-style-type: none"> The new relocation area has been built 	<ul style="list-style-type: none"> The improvement of tourism object and tourism appeal. 	<ul style="list-style-type: none"> Effective
		<ul style="list-style-type: none"> Routine Agenda Traditional events packages: 6 times / year 	<ul style="list-style-type: none"> Routine Agenda Traditional events packages: 6 times / year 		



PROGRAM OBJECTIVES	MEASUREMENT	PROGRAM OUTPUT		IMMEDIATE OUTCOMES	RESULT
		BEFORE IMPL- MENTATION	AFTER IMPL- MENTATION		
		<p>Incidental agenda:</p> <p>1. Music festival : 4 times /year</p> <p>2. Kites Festival: 1 times /year</p> <p>3. Sport: 2 times / year</p>	<p>Incidental agenda:</p> <p>1. Music festival 16 times /year</p> <p>2. Kites Festival: 2 times /year</p> <p>3. Sport: 4 times / year</p>		
	<ul style="list-style-type: none"> The improvement of both tourism object and daya tarik 	<ul style="list-style-type: none"> A mashed tourism object with many illegal residences in the beach line area National Kites Festival 	<ul style="list-style-type: none"> Free illegal residences tourism object Both National and International Kites Festival 	<ul style="list-style-type: none"> The improvement of tourism quality and daya tarik wisata 	<ul style="list-style-type: none"> Effective
	<ul style="list-style-type: none"> Clean water availability 	<ul style="list-style-type: none"> Sufficient availability of clean water for washing and bathing (MCK) 	<ul style="list-style-type: none"> Sufficient availability of clean water for washing and bathing (MCK), but the water is hotter than before. A tidy area condition 	<ul style="list-style-type: none"> There is no improvement in availability of clean-healthy water. 	<ul style="list-style-type: none"> Effective
	<ul style="list-style-type: none"> Spatial-Visual Aspects 	<ul style="list-style-type: none"> A mashed area condition 	<ul style="list-style-type: none"> A tidy area condition 	<ul style="list-style-type: none"> The condition of the area has been tidy 	<ul style="list-style-type: none"> Effective

PROGRAM OBJECTIVES	MEASUREMENT	PROGRAM OUTPUT		IMMEDIATE OUTCOMES	RESULT
		BEFORE IMPLEMENTATION	AFTER IMPLEMENTATION		
2. Conservation of Environment and Resources	<ul style="list-style-type: none"> Sustainable Conservation zone (Public Recreation Zone and Culture Zone) 	<ul style="list-style-type: none"> Fully illegal residences public recreation zone (Maghribi Grave, Bela-Belu dan Cepuri) 	<ul style="list-style-type: none"> Free-illegal residences public recreation zone Sustainable cultural zone 	<ul style="list-style-type: none"> Both Recreation zone and culture zone has been preserved 	<ul style="list-style-type: none"> Effective
	<ul style="list-style-type: none"> Sustainable Preservation Zone (Beach and Sand Dunes) 	<ul style="list-style-type: none"> The Zone area of beach and sand dunes preservation covers 48,913 Ha. 	<ul style="list-style-type: none"> Fixed sand dunes and beach zone. 	<ul style="list-style-type: none"> Beach and Sand Dunes zone has been conserved 	<ul style="list-style-type: none"> Effective
			<ul style="list-style-type: none"> 676.346 visitors (until July 2008) 		
	<ul style="list-style-type: none"> The increase number of Local Revenue from retribution of tourism object 	<ul style="list-style-type: none"> Rp. 1.256.262.100 (in the year of 2006) 	<ul style="list-style-type: none"> Rp. 1.533.095.400 (in 2007) Rp. 1.062.154.600 (until July 2008) 	<ul style="list-style-type: none"> The increase of local revenue from tourism object retribution 	<ul style="list-style-type: none"> Effective

2. Efficiency

The second indicator of the program effectiveness is program efficiency. The two measurement of the degree of program implementation efficiency are (1) the budget allocation spending, and (2) the time allocation for the program that exceed the plan. Briefly description of the case is as follows:

Formally, the government report documents show that there were no case of both funding and time allocation that exceed the plan.

Table 3
Efficiency Indicators Matrix of Objectives Attainment Parangtritis Beach Tourism Area Rehabilitation Program

INDICATOR	PROGRAM OBJECTIVES	MEASUREMENT	DESCRIPTION	RESULT
2. Efficiency	a. Environment – Physical Quality Improvement	<ul style="list-style-type: none"> The appropriateness of budget allocation The appropriateness of time consumed allocation 	<ul style="list-style-type: none"> The total allocated budget for improving the quality of environment and physics does not exceed the budget plan, so that the extra budget is not necessary. The time consumed to attain the objectives is always on time. 	<p>Effective</p> <p>Effective</p>
	b. Conservation of Environment and Resources	<ul style="list-style-type: none"> The appropriateness of budget allocation The appropriateness of time consumed allocation 	<ul style="list-style-type: none"> The total allocated budget for conserving the environment and resources does not exceed the budget plan, so that the extra budget is not necessary. The time consumed to attain the objectives is always on time. 	<p>Effective</p> <p>Effective</p>
	c. Investment Climate Improvement & Community empowerment	<ul style="list-style-type: none"> The appropriateness of budget allocation The appropriateness of time consumed allocation 	<ul style="list-style-type: none"> The total allocated budget for improving the investment climate and community empowerment does not exceed the budget plan, so that the extra budget is not necessary. The time consumed to attain the objectives is always on time. 	<p>Effective</p> <p>Effective</p>
	d. Tourism Potential Development of Parangtritis Beach	<ul style="list-style-type: none"> The appropriateness of budget allocation The appropriateness of time consumed allocation 	<ul style="list-style-type: none"> The total allocated budget for developing the Parangtritis beach potential does not exceed the budget plan, so that the extra budget is not necessary. The time consumed to attain the objectives is always on time. 	<p>Effective</p> <p>Effective</p>

3. Stakeholders' Satisfaction

The last indicator of the program effectiveness is *stakeholders' satisfaction of the program implementation*. To measure this indicator, there are three parties who are close related to the program. i.e.. (1) Society who consists of tourists/visitors, community elites, and community representatives, (2) Government who consists of Bantul Regency Local Government, and Parangtritis Village Government. (3) Private sector who consists of some relocated vendors.

Briefly, the satisfaction degree of *stakeholders* to the objectives attainment is as follows:

Table 4
Matrix of Stakeholders' Satisfaction Indicators in Attaining Program Objectives of Parangtritis Beach Tourism Area Rehabilitation

PROGRAM OBJECTIVES	MEASUREMENT	DESCRIPTION	RESULT
a. Environment –Physical Quality Improvement	• Tourists/Visitors' satisfaction	• Index score is 3,43. Because the score is over 3,01, it means that visitors satisfied with the environment-physics quality in Parangtritis.	Effective
	• Community's satisfaction	• Interviewed community representatives stated their satisfaction to the environment-physics quality in Parangtritis.	Effective
	• Vendors' satisfaction	• Interviewed vendors stated the disappointment to the environment-physics quality in Parangtritis..	Ineffective
b. Conservation of Environment and Resources	• Community's satisfaction	• Interviewed community representatives stated their satisfaction to the conservation of environment and resources in Parangtritis.	Effective
	• Government's satisfaction	• Interviewed government officers stated their satisfaction to the conservation of environment and resources in Parangtritis.	Effective
	• Tourists/Visitors' satisfaction	• Index score is 3,16. Because the score is	Effective

PROGRAM OBJECTIVES	MEASURE-MENT	DESCRIPTION	RESULT
		<p>over 3,01, it means that visitors satisfied to the conservation of environment and resources in Parangtritis.</p>	
<p>c. Investment Climate Improvement & Community empowerment.</p>	<ul style="list-style-type: none"> • Vendors' satisfaction • Community's satisfaction • Government's satisfaction 	<ul style="list-style-type: none"> • Interviewed vendors stated the disappointment to Investment Climate Improvement & Community empowerment. • Interviewed community representatives stated their disappointment to Investment Climate Improvement & Community empowerment. • Interviewed government officers stated their disappointment to Investment Climate Improvement & Community empowerment. 	<p>Ineffective</p> <p>Ineffective</p> <p>Ineffective</p>
<p>d. Tourism Potential Development of Parangtritis Beach</p>	<ul style="list-style-type: none"> • Vendors' satisfaction • Community's satisfaction • Tourists/Visitors' satisfaction 	<ul style="list-style-type: none"> • Interviewed vendors stated their satisfaction to the tourism potential development of Parangtritis beach. • Interviewed community representatives stated their satisfaction to the tourism potential development of Parangtritis beach. • Index score is 3,12. Because the score is over 3,01, it means that visitors satisfied to the tourism potential development of Parangtritis beach. 	<p>Effective</p> <p>Effective</p> <p>Effective</p>

4. Discussion

Based on the previous indicator analysis, the researcher is able to determine the degree of effectiveness of each program objectives. The review of the analysis based on indicators of productivity, efficiency and *stakeholders' satisfaction* is as follows:

Table 5
Resume of Program Objectives Attainment of Parangtritis Beach Tourism Area Rehabilitation

PROGRAM <i>OBJECTIVES</i>	INDICATORS			RESULT
	<i>PRODUC-TIVITY</i>	<i>EFICIENCY</i>	<i>STAKE-HOLDERS' SATISFAC-TION</i>	
1. Environment – Physical Quality Improvement	EFFEC-TIVE (100%)	EFFECTI-VE (100%)	EFFECTI-VE (100%)	EFFECTIVE (300% : 3 = 100%) > 50%
2. Conservation of Environment and Resources	EFFEC-TIVE (100%)	EFFECTI-VE (100%)	EFFECTI-VE (100%)	EFFECTIVE (300% : 3 = 100%) > 50%
3. Investment Climate Improvement & Community empowerment	INEFFEC-TIVE (0%)	EFFECTI-VE (100%)	INEFFECTIV E (0%)	INNEFFECTIVE(100 % : 3= 33,33%) < 50%
4. Tourism Potential Development of Parangtritis Beach	EFFEC-TIVE (100%)	EFFECTI-VE (100%)	EFFECTI-VE (100%)	EFFECTIVE (300% : 3 = 100%) > 50%

From the description above, we can summarize that there are two aspects of area rehabilitation program; First, the program that related to physical aspect, and Second, the program that related to human aspect. The aspect of physical of the program shows the effective result which indicated by the objectives attainment of natural and resources preservation, physical environment conservation, and tourism potential development. The human aspect, however, is ineffective that indicated by the ineffective attainment of investment climate improvement and community empowerment objective. These findings show that the area rehabilitation program is easier to conduct the physical aspect of the program than the human aspect. Therefore, it is necessary to conduct a different approach in implementing area rehabilitation program.

In addition to determine the overall effectiveness of the program, the researcher used benchmarking technique to analyze the overall objectives. The result is as follows:

Table 6
Final Result of Parangtritis Beach Tourism Area Program Effectiveness

OBJECTIVES	WEIGHED	RESULT	SCORE
1. Physical-Environment Quality Improvement	24,29%	1	24,29%
2. Environment and Resources Conservation	17,14%	1	17,14%
3. Investment Climate Improvement and Community Empowerment.	28,57%	0	0
4. Parangtritis Tourism Potential Development	30,00%	1	30,00%
SUM			71,43%

Annotation for Result :

(0) = Ineffective (1) = Effective

Based on the table above, the researcher argued that the overall implementation of the rehabilitation program of Parangtritis Beach Tourism is effective. It is indicated by the overall score of 71,43% that exceeds the effectiveness limit score of 50%.

DETERMINANT FACTORS ON PROGRAM IMPLEMENTATION EFFECTIVENESS OF PARANGTRITIS BEACH TOURISM AREA REHABILITATION

1. Theoretical Determinant Factors on Area Rehabilitation Program Effectiveness

Based on the previous discussion, the implementation of the area rehabilitation program has been effective until the Phase II. The attainment is certainly determined by some factors.

There are four determinant factors on the area rehabilitation program implementation, i.e.: (1) resources factors consist of funding availability aspect, human resources allocation aspect, and facilities. (2) Environment factor consist of socio-culture condition of the society, and physical infrastructure sufficiency. (3) Disposition factor which is indicated by support and commitment of program implementers. (4) Communication and inter organization coordination that covered both internal and external coordination.

2. Chronology of Determinant Empirical Factors on Program Effectiveness of Parangtritis Beach Area Tourism Rehabilitation

In addition to theoretical determinant factors, the research found three empirical factors, which are: (1) The status of Sultanate Ground (SG) has supported the rehabilitation process implementation; (2). Disaster Factors. Both Earthquake Disaster of May 27, 2006 and Pangandaran Tsunami Disaster have been "God Blessing" for accelerating the area rehabilitation program implementation. (3). Strong Leadership Style of recent Bantul Regent has supported the implementation of the program.

CONCLUSION

1. Conclusion

- 1) The implementation of Parangtritis beach area rehabilitation program is effective in attaining its overall objectives.
- 2) Partially, the objectives attainment of resources conservation, environment and physical condition improvement and tourism development have been effective, but the attainment of investment climate improvement and community empowerment has not been effective.
- 3) The significant determinant factors on the program effectiveness are resources, disposition, environment and communication-coordination. In addition the research found other three determinant factors which are (1) The status of Sultanate Ground (SG) has supported the rehabilitation process implementation; (2). Disaster Factors. Both Earthquake Disaster of May 27, 2006 and Pangandaran Tsunami Disaster have been "God blessing" for accelerating the area rehabilitation program implementation. (3). Strong Leadership Style of recent Bantul Regent has supported the implementation of the program.

2. Recommendation

- 1) To improve the investment climate as well as to empower the society, the government should conduct: (a) community empowerment program; (b) investment opportunity promotion to investors to complete the unavailable facilities; (c) Persuade vendors to use their shops at the relocation area; (d) Law enforcement for illegal vendors (5) Evaluation and redesign the suitable building for vendors to grow their self-belonging sense.
- 2) It is necessary to overcome the case findings of the phase I and II of Parangtritis beach area rehabilitation program, i.e. applying fixed area management system to handle both security, cleanness and maintenance.

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