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# Call for Papers Spring Issues 2018 Journal of Environmental Management and Tourism

**Journal of Environmental Management and Tourism** is an interdisciplinary research journal, aimed to publish articles and original research papers that should contribute to the development of both experimental and theoretical nature in the field of Environmental Management and Tourism Sciences.

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## **The Culture and Nature Tourism Policy Approach to Promote the Economic Growth in Term of the Aspects of Tourist Perception Alteration in District of Simalungun**

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### **Abstract:**

This study analyzed the tourism development policy in promoting the economic growth, by means of the cultural tourism and nature tourism approach. This far, a tourism development policy has not been able to maximally promote the economic growth through regulation as outlined in the development plan, based on the stages of the preparation of the agenda, the formulation, the adoption, the implementation and the evaluation. This study used regression analysis with Amos towards 400 samples. Whilst the method used was the qualitative method. The implementation of the results derived from the five variables always yields the negative results below 0.05, i.e. -0.29 on the link between variables, -0.361 on the link between the parameters of indicators, and -0.187 on the partial link. Whilst the total link between the evaluation variables of the economic growth was not significant, which means that the implementation of tourism policy in order to promote the economic growth by means of the approach of cultural tourism and nature tourism was inconsistent with the preparation of the policy agenda, the adoption, the formulation and the evaluation. This study concluded that a review is needed to be done, hence the implementation could properly materialize, such as the placement of people in a proper place, followed by the improvement of the policy evaluation on the whole.

**Keywords:** formulation; adoption; implementation; cultural tourism; nature tourism; economic growth.

**JEL Classification:** Z32; Z11; M20.

## Introduction

The individual's perception is an important reference for the government to alter the point of views of tourists, hence they would willing to come and repeat the visits to a particular tourism site. This perception is crucial for the development of tourism sector and its contribution to the economic growth. The economic growth is the major approach to overcome the economic issues, among others; to reducing unemployment, poverty, and the developmental inequalities. The economic growth that tends to move higher would reduce – albeit rather imperfectly – inequality. The economic growth could be achieved by means of the tourism development approach as well. It was in line with the opinion of Muhammad Afdi Nizar; that economic growth has a reciprocal causative link with the growth of tourism. According to him, the growth of tourism revenue accelerates the economic growth with a time lag of 5 - 6 quarters, whilst the economic growth boosted the growth of tourism revenue immediately, that is in the next quarter.

Another study conducted by Gee (2000) resolved that the formulation of a tourism policy was an important assignment that the government be bound to accomplish, by means of the tourism development and maintenance as an integral part of the economy. Gee (1997) more explicitly explained that a policy generally refers to a high-level, unity plan that includes goals and procedures. It is therefore necessary to make public policy to take into account the desired outcomes of the government, as well as the methods to achieve the outcomes. Policies that embodied their goals and strategies had adopted by the governments in term of tourism, the development of economic, the employment, the political links, or a combination of all three. Therefore, the involvement of the public sector was immensely important in the establishment of tourism policy. Gree ultimately concluded that the government's policy is crucial to the development of tourism to render the perception of tourists, which in turn would increase the economic growth. In this regard, this study aimed to clarify how the policy approach undertaken by the Simalungun District government actually works effectively towards the development of tourism in this area, with the major objective of increasing the economic growth. A deeper review was conducted in this study by means of the analysis on the links among indicators, the links among variables, the full-scale link and the exact link. Thus, the constraints and targets of a policy of the culture-based tourism and nature-based tourism development could be clearly understood

## 1. Literature Review

### 1.1. The Tourism Development Reviewd from the Policy Point of View

Tourism is one of the most strategic developmental sectors and extend the multiplier effects – either directly or indirectly – giving advantages to the social, cultural, educational and economic sectors (Pitana 2005, Desbiolles 2006). The Democratic Governance-based policy of the tourism development was not only influences the lifestyles of the local community, but also on the improvement and maintenance of a better environment. Furthermore, in the term of the aspect of the tourism sector development advantages – in his book entitled "The Tourism, International Business" (2000, 168-169) – Mill suggested that: "tourism could provide benefits for both tourists and the local community and raised the standard of living through the economic benefits brought to the region". Tourism could therefore maximize profits and minimize problems if it had done correctly and properly. The designing each activity needs to be done gradually, hence it could give the maximum results. According to William Dunn as quoted BY Budi Winarno (2007), the stages of public policy stipulation are as follows:

*The stage of preparation of the agenda.* Selected and appointed officials put issues on the public agenda. These issues previously competed in order to be included in the policy agenda. Ultimately, some issues are included in the agenda of the policy makers'. At this stage it might be that a particular issue was not at all touched, while other issues were set to be the focus of a discussion, or there were also some issues are postponed for a long period of time for particular reasons.

*The stage of policy formulation.* The issues that had put into the policy agenda was later investigated by the policy makers. These issues defined hereinafter to win the easiest solution. The solution derived from various alternatives or the policy options (policy alternatives) that available. In the formulation of policy, each alternative was competed to be selected as a policy taken to solve the problem. In this stage each subject competed and attempted to propose the easiest solution.

*The stage of policy adoption.* Of the many policy alternatives offered by the policy makers, one of these policy alternatives was eventually adopted with the support of most legislators, as well as by means of consensus among institutional directors or judicial decisions.

*The stage of policy implementation.* A program of a policy would only remain as an elite record if it was not implemented by the administrative and governmental agencies at the lower levels. The policies that had been taken



were subsequently implemented by administrative entities that mobilizing the financial and human resources. The various interests competed at this stage. Some policy implementations received support from the implementors, yet others might be opposed.

*The stage of policy evaluation.* At this stage, the policy that has been implemented, would be assessed or evaluated, to find how far it could achieve the desired impact, *i.e.* solving the problems encountered by the community. The criteria or measures were therefore set with which to judge whether the public policy that has been implemented had reached the desired impact or goal.

### 1.2. The Development of Tourism Sector Policy

Often there were dissents or conflicting views among the subjects concerning the course of proceeding that had been taken and/or would be taken, hence the stage of preparation of the agenda must be well executed. According to William Dunn, the preparation of the agenda was a very strategic stage and process in the reality of public policy. There is a room in this process to interpret what so called a public issue and the public agenda that need to be considered. If an issue had become a public issue, and constituted a priority on the public agenda, the issue was therefore entitled to a more public resource allocation than any other issue. It is also very important – in the preparation of the agenda – to define a public issue to be raised in a government agenda. The policy issues are often referred to as policy problem. The policy issues that commonly arise were concerning the character of the problem. According to William Dunn (1990), policy issues are the product or function of the debate, whether about the formulation, the details, the clarification or the assessment of a policy issue. And it was becoming the criterion in determining which issue that should be a priority.

There are several criteria of issues that could be created as a public policy agenda (Kimber 1974, Salisbury 1976, Sandbach 1980, Hogwood and Gunn 1986) including:

- the issue has reached a certain critical point;
- if it ignored, it would be a serious threat;
- it had reached a certain level of particularity;
- it had a dramatic impact;
- it was concerning the certain emotions from the point of view of the people's (mankind) interests and received support from the mass media;
- it was extended far-reaching impacts;
- it was questioned the power and legitimacy in society;
- it was involved a fashionable problem (a problem that was difficult to explain, but easy to perceive).

Characteristics of the issue: The selected and appointed officials put issues on the public agenda. Many issues we left unsolved, while others are delayed for a long time. These oftentimes found in the preparation of the development program agenda, in determining things to do. The next stage was the stage of the policy formulation. William Dunn suggested, the issues that had been included in the policy agenda and thereupon discussed by the policy makers. These issues were defined to acquire the best possible solution. The solution derived from the various alternatives or the policy options available. Similar to the struggle of an issue to be included in the policy agenda, in the stage of the formulation of policy each alternative competes to be elected as the policy taken to solve a particular issue. Therefore, Jons (Wibawa 1994) asserted that the formulation of policy is a part of the public policy process and constitutes the most crucial stage, since the implementation of policy and the evaluation could only be carried out if the stage of the formulation of policy had been completed. Moreover, the failure of a policy or program to achieve its objectives was largely due to imperfections of the arrangement of the formulation stage. Islamy (1991, 77) classified the policy formulation process into the stage of policy issue formulation, the preparation of the government agenda, the formulation of policy proposals, the policy approval, the implementation of policy and the assessment of policy.

### 1.3. The Formulation of Policy Issues

In principle, despite a certain event, circumstances and situations might cause one or more issues, but to alter them into public matters was not only depend on their objective dimensions, but they also should subjectively consider – either by society and the decision makers – as the issues which should be solved or found a way out.

Therefore, an issue, to be transformed into a common issue is not only sufficiently experienced by many as an issue that needs to be addressed immediately, but society needs to have the political will to fight for it. And more importantly the problem is positively responded by policymakers, and they are willing to fight for the common issue to be created as a policy issue, incorporate it into the government agenda and attempt to make it as a public policy. Thus, the first step that every policy maker should take is to identify the issue to be solved, then make the clearest

formulation of the issue. This activity constitutes an attempt to determine the identity of the policy issues, by first seizing and understanding the nature of the problem, hence it will be easier to determine the nature of the policy formulation process. In fact, oftentimes the formulation of policies in the tourism sector exactly has delivered some negative impacts, such as environmental damage, which ultimately harm the tourism sector itself.

#### 1.4. The Preparation of the Governmental Agenda

Due to the numerous public issues that have been identified, the decision makers mostly choose and determine the issues that should be given the top priority and received the serious and active attention. Thus, the governmental agenda generally distinct, more concrete and limited nature. Anderson (1966), cited several factors that allow the common issue to be included into the governmental agenda: if there was a threat against the group equilibrium, and the groups are reacted and insisted that the government to take action an initiative to address the imbalance.

The political leadership can also be an important factor in the preparation of the governmental agenda, when political leaders are motivated by the considerations of political gain or their involvements toward the public interests they would certainly pay attention to the public issues, disseminated and proposed solutions. The emergence of crisis or extraordinary events would definitely gain the public's attention, these enforced the decision makers to pay particular attention to the event or crisis, by included it to the governmental agenda. The emergence of the protest movements – including violence – would also draw the attention of the decision makers, hereafter they'd include it on the government agenda. The special issues or political issues arose in society, thus attracted the attention of the press and put them under the spotlight. This possibly caused them to become more prominent, hence people and the policy-makers pay more attention to them.

While Jones (1977, 32) suggested the guideline to researching or studying the requirements that allowed a public issue to be included in the governmental agenda:

- the event, including: the scope, the public perceptions, the definition and the intensity of the people affected by the event;
- the group organization, including: the breadth of the group, the structure of group and the leadership mechanisms;
- the manner of power-gaining, including: the representation, empathy and support;
- the process of policy stipulation, including: structure, sensitivity and leadership.

Furthermore, once the public issue was incorporated into the governmental agenda, the decision makers hereafter process it through phases, which Jones (*ibid*) divided into four stages:

1. *The agenda of problem definition*; the matters (issues) that obtain actively and seriously research and formulation from the decision makers;
2. *The agenda of the proposal*; i.e. the issues that have reached the proposed level, in which there has been a phase shifting, from the issue formulating phase to the problem-solving phase;
3. *The bargaining agenda*; i.e. the proposed policies are offered to actively and seriously acquired the support;
4. *The continuing agenda*; i.e. the issue discussed and assessed constantly.

The configuration of threat in the formulation of tourism development policy is the inability to identify consumer needs - in this case tourists's – and the lack of ability to analyze the long term adverse impacts of development of other sectors against the tourism sector, as it has been the focus. The focus of the feasibility study on tourism potential and attractiveness is the natural resources – such as water, forests, open land, the variegated flora and fauna and a mix of all – that require attention. To facilitate the analysis, we should first identify the potential and specific facts of the attraction specifically. For example, the types and times of appearance, the length and width of the river along with their potential, and so on. The potential and facts of this allure of nature must be clearly and specifically identified, for this would constitute one of the criteria in assigning the feasibility of the tourism project (Janianton Damanik and Helmut F. Weber 2006).

#### 1.5. The Formulation of the Policy Proposals

This stage denotes the activity of compiling and elaborating a series of actions required to solve problems, including the identification of alternatives for problem-solving. The alternative policy that previously selected could be applied to the similar issues. However, the policymakers were required to creatively locate and identify new policy alternatives to applied to some new issues.

Therefore, each alternative has the obvious characteristic, for the proper and clear identification of each policy alternative should facilitate the process of the formulation of alternative(s). The defining and formulating



alternatives in order that each alternative that has been collected by the policy makers holds a clear definition, for the clearer the definition of an alternative, it would be easier for the policy makers to assess and examine the positive and negative aspects of each alternative. The assessing of the alternatives denotes a weighting on each alternative, hence it is clear that each alternative has its own value of weights and deficiency(s). By knowing the weight of each alternative, the decision makers could decide which alternatives are more likely to be implemented or used. It takes certain criteria as well as relevant information to be able to conduct a good assessment of the various alternatives. Pick out a satisfactory alternative. Once the policymakers have successfully assessed the policy alternatives, the selection process of the most satisfactory or the most implementable alternative might possible. A satisfactorily chosen alternative will be a policy proposal that has been anticipated to be implemented and positively impacted. The stages of satisfactory selection of alternative are always objectively and subjectively. In other words, the policymakers should judge whether the policy alternatives conform to the ability of the ratio it possesses, based on the consideration on the interests of those who should be affected as a consequence of their choice. The tourism policy formulated as an effort to ensure the certitude to the tourists and the public associated with the tourism development, so as to maximize the benefits of tourism to stakeholders and minimize the negative effects, costs, and other related impacts. In this case, tourism should be viewed as an interrelated system. Since the major concern is that the tourism policy issue is a product of a very complex process and related to the various aspects.

### 1.6. The Policy Adoption

Of the many policy alternatives offered by the policymakers, eventually one of these alternatives should be adopted under the support of most legislatures, through inter-institutional consensus or judicial decisions (Budi Winarno 2002). In adopting the policy, we must certainly recognize the characteristics of the policy decided, in this regard Wahab (2000) described the characteristics of public policy, namely:

- the public policy denotes an action that leads to the goal rather than an accidental (patterned) action;
- the public policy denotes an interlinked and patterned act, perpetrated by the public or government officials, not by an independent decision;
- the public policy denotes a measure in certain fields that is done by the government;
- the public policy has a positive and negative impact.

The ratification of policy as a collective process the adoption of a policy is a process of collective adjustment and acceptance of the recognized principles or acceptable standards. The main basis for ratification are the social variables, such as the system of society value, the state ideology, the political system and so on. Generally, the process of policy ratification started by persuasion and bargaining (Andersson 1966, 80). Persuasion is defined as "attempts to convince others of something of truth or value of one's position, so that they will accept it as their own". While bargaining is translated as "a process whereby two or more persons who have the power or authority to adjust at least some of the objectives that they do not agree on can formulate a set of mutually acceptable acts even if it is not very ideal for them." Which fall into the category of bargaining is the agreement (negotiation), take and give, and compromise. Both persuasion and bargaining reciprocally complement, hence the implementation of both activities or processes would be able to accelerate the process of policy approval. Further, Wibawa (1994) mentions there are components (elements) contained in the process of policy formulation, namely:

- *action*. The action of policy is a deliberate act that is always done organizedly and repeatedly in order to establish the particular patterns of action, so in turn produced the norms of action for a policy system. If the objectives of the policy system are set out at the beginning of their development to determine the action to be taken in order to achieve the goal, then in turn - when the system is in place - the norm that established by the pattern of action was altered or at least affected the purpose of the system;
- *subject*. The persons or subjects who were involved in the process of policy formulation and provided support and claims subjected to the policies which generated by the policy system. The most dominant subject in the stage of policy formulation along with internal claims – in other words, have the power or authority to determine the content and assigned the legitimacy to the policy formulation – are called the policy maker. Whilst, the subjects who have qualifications or other characteristics along with external claims, are known as the interest groups, the political parties, the elite of the profession, and others. In order to stick out within the system, they must commit to the rules of the game which formulated jointly by all subjects in the first place. At this level, the commitment of the subjects encourages them to comply with the shared rules or norms. Moreover, the adherence over these norms is even becoming the compulsion, for it assumed that the achievement of the objectives of the system should be realized if all of the subjects conform to the shared norms;

- *value orientation*. Principally, the process of policy formulation is associated with the process of identifying and analyzing various values, determining the values that are relevant to the interests of society afterward, hence any resulting policy have the implicit or explicit implications of value. Therefore, the subjects who participated in the policy formulation not only attempt to create a balance between different interests (muddling through or balancing interests), but should also function as a valuer, who is capable to create values which could be mutually agreed upon, based on rational in the interest of the achievement of maximum results.

### 1.6. The Stage of Implementation

Daniel A. Mazmanian and Paul A. Sabatier (1979) in Wahab (2005, 65), described the significance of this implementation by saying that: "to understand what actually happens after a program is declared to be valid or formulated, the focus of policy implementation are the events and activities that arose after the guidelines of state policies that delivered a real impact on society or events have passed."

According to Van Meter and Van Horn (1975), there are six variables that affect the performance of implementation, *i.e.*:

- the standards and objectives of a policy;
- the resources;
- the communication among organizations and the strengthening of activities;
- the characteristics of the implementing agency;
- the disposition of the implementer;
- the social, economic and political conditions.

Furthermore, Van Meter and Van Horn (1975) asserted that the standards in the policy are included:

- *Standards and objectives of a policy*. Every public policy must have the clear and measurable standards and objectives, with which the objectives are afforded to realize. The unclear policy standards and targets might generate biases, allowing the multi-interpretation and easily leads to misunderstanding and conflict among the implementing agencies;
- *Resource(s)*. The policy implementation requires the support of resources, either the human resources or material and method resources. Of the three resources, the most important one is the human resources. For beside constituted the subject of policy, the implementation included also the object of public policy;
- *The link between organizations*. In fact, in many programs of policy implementation, the policy programs require the steady link between the related agencies, *i.e.* the communication and coordination support. The coordination and cooperation between agencies to assure the success of the program are required. Communication and coordination are the lifeblood of an organization in the interest of the realization the goals and objectives of its programs;
- *The characteristics of implementing agents*. In order to achieve the maximum results of a policy implementation, the characteristics of the implementing agency should be identified, involving the bureaucratic structure, the norms and patterns of links within the bureaucracy. All of that might affect the implementation of a specified policy program;
- *The disposition of the implementer*. In the implementation of the policy, the attitude or disposition of the implementor is divided into three things, namely;
- *The response of the implementer toward the policy*, in relation to the willingness of the implementor to the implementation of a public policy;
- *The conditions*, that is the apprehension of the established policies;
- *The intense disposition of the implementer*, that is the preference of the value possessed;
- *The social, political and economic environmental conditions*. This variable includes the environmental economic resources that attain to support the success of a policy implementation, the extent of support provided by the interest groups over a policy implementation; the characteristics of the participants – supporting or rejecting – the nature of the environmental public opinion and whether the political elite supports the implementation of the policy.

George C. Edwards III proposed a theory (1980) that explains that the implementation model is influenced by four interrelated variables, namely:

- 1) *Communication*. In order to achieve the success of the implementation of public policy, the implementer must conceive the steps to be taken. The objectives and targets of a policy should be informed to the target group, so as to reduce the distortion of implementation. If the delivery of the information on the objectives and targets of a policy is unclear, or the comprehension is not provided, or even the objectives

and targets of a policy are unknown to the target group, it is very likely that there would be the resistance from the target group concerned. Therefore, there are three things required:

- a good transmission will result in a good implementation (clarity);
  - the implementer of the policy perceived a clarity, so as there would not be a confusion in the implementation of the policy,
  - the consistency in the implementation of the policy. If the information(s) that communicated was fickle, it should disrupt the implementation of the policy in question.
- 2) *Resources*. The implementation of policies should be supported by some resources, both human, materials and methods resources. Although the goals, objectives and the content of the policy are clearly and consistently communicated, but if the implementer was lacking the resources to implement them, they will not be effectively and efficiently thrived. Without resources, the policy remains in paper - just a document - not realized to deliver solutions over the issues that occurred in society, did not provide services to the community as well. Furthermore, Wahab (2010) explains that these resources might be the substantial human resources – that is the competence of the implementor – and financial resources.
- 3) *Disposition*. The attitudes possessed by the policy implementers in implementing a policy, such as commitment, honest, communicative, clever and democratic (Wahab 2010). A good implementer must have a good disposition as well, hence he/she would be able to execute the implementation as wished and resolved by the policy makers. If the attitude or perspective of an implementor were different from the policymaker's, the implementation process might become ineffective and inefficient accordingly.
- 4) *The bureaucratic structure*. The organization, providing a simple map to reveal its activities generally, and the distance from the peak demonstrates its relative status. The lines between the positions are framed to show the formal interaction applied. Most organizational maps are hierarchical, defining the relationship between superiors and subordinates along with the diagonally direct relationships. An organization map should be able to describe:
- the distinct hierarchy of managerial positions, hence it is obvious "Who is responsible to whom?";
  - the institutionalization of various types of operational activities, hence it is apparent the answer to the question "who does what?";
  - the various channels of communication contained within the organization in response to the question "who deals with whom and for what purposes?";
  - the information networks that can be used for various interests, both institutional and individual;
  - the relationship between one work unit with various other work units.

The organizational structure has an important role in the implementation of policy. One of the aspects of organizational structure is a standard operating procedure (SOPs). The function of SOPs is to provide the guideline for every implementor. An overly long organizational structure might tend to undermine the supervision and lead to the red-tape, e.g. the complex bureaucracy. This will in turn lead to an inflexible organizational activity. The government – as the one of the key stakeholders – should have a good, consistent and sustainable comprehension on the arranging and implementing all tourism planning. The government will certainly pay attention and ensure that the development of tourism will be capable to provide benefits while reducing social, economic and environmental costs (Wanhill in Theobald 2005).

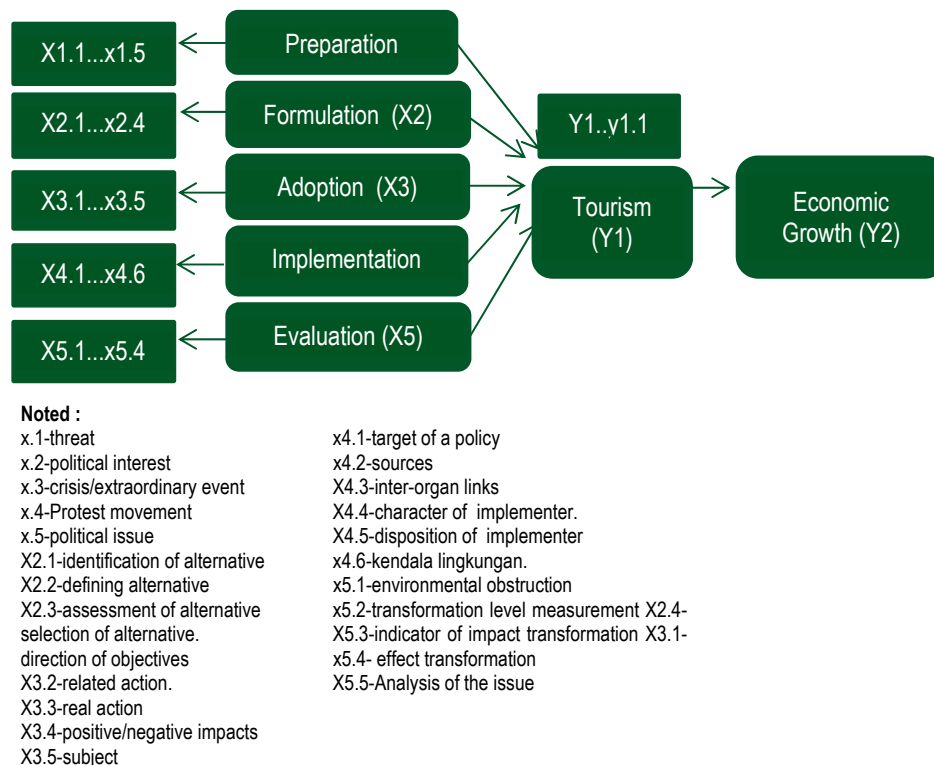
### 1.7. The Stage of Evaluation

Edward A. Sucman (2002) outlined the six steps in evaluating the policies, *i.e.*: identifying the objectives of the program to be evaluated; the analysis of the problem; the description and standardization of the activity; the measurement of the degree of change, whether the observed changes are the result of the activity or of the other causes; and the indicators to determine the existence of an impact. The subjects of the policy evaluation are necessary to have knowledge of the guidelines in the evaluation. In the sense of this, Dunn described the criteria of policy evaluation, which covering 6 (six) types as follows:

1. *Effectiveness*. Related to whether an alternative have achieved the expected outcomes or the objectives of the action. The effectiveness that closely related to the technical rationality was always measured based upon its product, service or monetary value unit.
2. *Efficiency*. Related to the amount of effort required to improve a certain level of effectiveness. Efficiency synonymous with economic rationality, constitutes the link between the effectiveness and the last effort, generally measured from the monetary cost.

3. *Adequacy*. Related to how far was a level of effectiveness could meet the needs, values or opportunities that generate problems. The criteria of adequacy emphasize on the steadiness of the link between the alternative policies and the expected outcomes.
4. *Equity*. This indicator is closely related to the legal and social rationality, and refers to the distribution of effects and efforts between the different groups within a society. An equity-oriented policy is a policy in which the consequences (e.g. service units or monetary benefits) or the efforts (e.g. monetary costs) are distributed fairly. The policies which designed to distribute incomes, educational opportunities or public services are sometimes recommended based on the criteria of equality. The criteria of equality are closely related to the competing conception of justice or fairness against the ethical conflicts consisted around the proper foundation on distributing the resources to society.
5. *Responsiveness*. Related to how far a policy could conform the needs, preferences, or values of particular groups of people. This criterion of responsiveness is an important one, for an analysis conducted to conform to all other criteria - effectiveness, efficiency, adequacy, equality- is considered abortive if it has not responded to the actual needs of the group that should benefit from a policy.
6. *Appropriateness*. It is a criterion of close accuracy relating to the substantive rationality, since the question of a policy precision was not concerned with individual criteria, but with two or more criteria altogether. Accuracy refers to the value or price of the objectives of a program and to the potent assumptions underlying those goals.

Figure 1. Conceptual Framework



## 2. Methodology

The methodology used in the study is a combination of qualitative and quantitative methodology. By means of the analysis on the links between variables, as well as statistics as an analysis tool using SPSS. As many as 400 people had specified as samples or respondents. The data used in this study were primary data. The analytical approach model was as follows:

$$\text{Tourism} = a.PA + b.For + c.Adop + d.Implen + e.Evaluation + \epsilon_1 \quad (1)$$

$$G = a.PA + b.For + c.Adop + d.Implen + e.Evaluation + f.Wisata + \epsilon_2 \quad (2)$$

where PA = Preparation of the Agenda; For = Formulation; Adop = Adoption; Impln = Implementation; Evaluasi = Evaluation; C.1. = the Aspect of cultural and nature tourism development; G = the Economic Growth

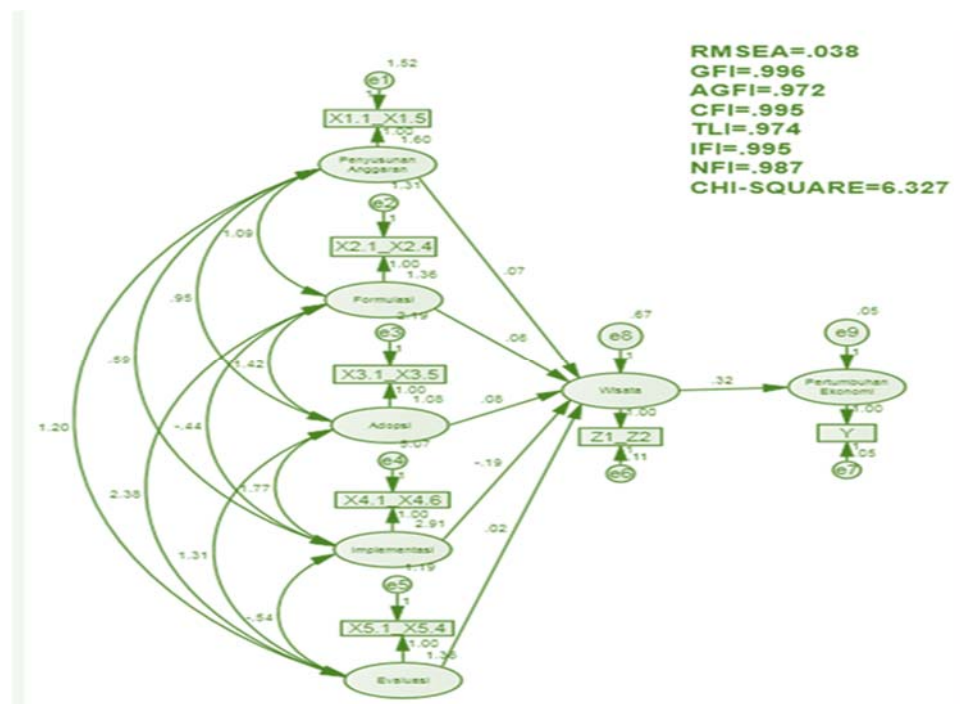
### 3. Result

#### 3.1. The Result of Research

The effect of the preparation of the agenda toward the other variables, such as the formulation, has delivered the positive effect by 1.09 of value; toward the adoption by 0.95; and toward the implementation by 0.59; and toward the evaluation equal to 1.20. The formulation relationship toward the adoption by 1.42; toward the implementation by -0.44; whilst toward the for evaluation by 2.38. Thus, the effect of the agenda of a policy toward the other variables is far above 0.05. The effect of adoption toward the implementation is 1.77; toward the adoption of evaluation by 1.31; whilst the implementation toward the evaluation by -0.54. How the effect of variables of x toward x5 to z. The effect of the preparation of the agenda toward the development of tourism amounted to 0.0,07; the effect of the formulation of tourism development by 0.06; whilst the adoption of tourism development by 0.08; and implementation of tourism development by -0.19; the influence of evaluation of tourism development by 0.2. How the agenda was influenced by the threats, political interests, protest movements and political issues is 1.82. Whilst how the formulation is determined by alternative identification, the definition of an alternative, and the appraisal of the alternative is 1.36.

The aspect of the adoption that influenced by the direction of objectives, related actions, concrete actions, positive and negative impacts of 1.08. The implementation was influenced by the policy objectives, resources, inter-organizational relationships, implementation character, and implementation disposition is amounted of 1.19. Whilst the implementation influenced by the identification of the goal, the measurement of change rate, the impact of the transformation indicator, the effect of the transformation, and the problem analysis by 1.00. How the development was influenced the cultural tourism is equal to 0.67, while the influence of the nature tourism is 0.08, the economic growth affected by the tourism sector by 0.32. How the growth through the contribution of creative economic is 0.5 and industry growth of 0.05.

Figure 2. The inter-indicator and indicator influences against the variable(s).



Source: The Result Of Research 2017



### 3.2. The Partial Influence

Table 1. Regression Weights: (Group number 1 - Default model)

			Estimate	S.E	C.R	P	Label
The development of tourism	<---	The preparation of the agenda	.075	par_1			
The development of tourism	<---	The formulation	.059	par_2			
The development of tourism	<---	The adoption	.083	par_3			
The development of tourism	<---	The implementation	-.187	par_4			
The development of tourism	<---	The Evaluation	.021	par_5			
The economic growth	<---	Tourism	.316	.050	6.341	***	par_6
X1.1_X1.5	<---	The preparation of the agenda	1.000				
X2.1_X2.4	<---	The formulation	1.000				
X3.1_X3.5	<---	The adoption	1.000				
X4.1_X4.6	<---	The implementation	1.000				
Z1_Z2	<---	Tourism	1.000				
Y	<---	The economic growth	1.000				
X5.1_X5.4	<---	The Evaluation	1.000				

Source: The Result of Research 2017

The partial influence means that the agenda has an effect on the development of tourism of 0.075; on the formulation has an effect of 0.059; on the adoption has an effect of 0.083; on the implementation of -0.187; the development of tourism – the nature and cultural tourism – to the economic growth is 0.316.

### 3.3. The Result of Multiple Regression

Table 2. Standardized Regression Weights: (Group number 1 - Default model)

			Estimate
The development of tourism	<---	The preparation of the agenda	.107
The development of tourism	<---	The formulation	.077
The development of tourism	<---	The adoption	.098
The development of tourism	<---	The implementation	-.361
The development of tourism	<---	The Evaluation	.028
The economic growth	<---	Tourism	.781
X1.1_X1.5	<---	The preparation of the agenda	.717
X2.1_X2.4	<---	The formulation	.714
X3.1_X3.5	<---	The adoption	.575
X4.1_X4.6	<---	The implementation	.604
Z1_Z2	<---	Tourism	.934
Y	<---	The economic growth	.848
X5.1_X5.4	<---	The Evaluation	.730

Source: The Result of Research 2017

The effect of multiple regression refers to the relationship between the variable to the parameters attached to it. In this case, the indicators found on the agenda of tourism development have an effect of 0.107; the indicator contained in the formulation has an effect of 0.77; the adoption indicator influences the development of tourism by 0.098; the implementation indicator influences the tourism development of -0.361; the evaluation influences toward the tourism of 0.028. The influence of tourism development as a result of the previous indicator of the variable – the preparation of the agenda, the formulation, the adoption, the implementation, the evaluation – is equal to 0,781.

Table 3. Covariances: (Group number 1 - Default model)

			Estimate	S.E.	C.R.	P	Label
The implementation	<-->	The evaluation	-.535	.215	-2.495	.013	par_7
The adoption	<-->	The evaluation	1.309	.146	8.982	***	par_8
The formulation	<-->	The evaluation	2.385	.194	12.312	***	par_9
The adoption	<-->	The implementation	1.766	.238	7.433	***	par_10
The formulation	<-->	The implementation	-.444	.213	-2.085	.037	par_11
The preparation of the agenda	<-->	The implementation	.588	.256	2.294	.022	par_12
The formulation	<-->	The adoption	1.423	.147	9.715	***	par_13
The preparation of the agenda	<-->	The adoption	.946	.172	5.493	***	par_14
The preparation of the agenda	<-->	The formulation	1.088	.181	6.021	***	par_15
The preparation of the agenda	<-->	The evaluation	1.198	.164	7.286	***	par_16

Source: The Result of Research 2017

### 3.3. The Inter-Variable Link

Table 4. Correlations: (Group Number 1 - Default Model)

			Estimate
The implementation	<-->	The evaluation	-.269
The adoption	<-->	The evaluation	1.080
The formulation	<-->	The evaluation	1.754
The adoption	<-->	The implementation	.995
The formulation	<-->	The implementation	-.223
The preparation of the agenda	<-->	The implementation	.272
The formulation	<-->	The adoption	1.173
The preparation of the agenda	<-->	The adoption	.719
The preparation of the agenda	<-->	The formulation	.737
The preparation of the agenda	<-->	The evaluation	.812

Source: The Result of Research 2017

The inter-variable link refer to the interaction between the implementation variables with the evaluation, in which the values is -0.269; the link between the evaluation with the mutual adoption of 1,080; between the formulation with the evaluation of 1.754; between the adoption with the implementation of mutual influence of 0.995; between the formulation with the implementation of -0.223; between the formulation with the adoption of 1,173; between the preparation of the agenda and the implmentation of 0.272; to the reciprocal adoption of 0.917; to the formulation of 0.737 and to the reverse evaluation 0.812.

### 3.4. Variances: (Group number 1 - Default model)

Table 5. Variances: (Group number 1 - Default model)

	Estimate	S.E.	C.R.	P	Label
The preparation of the agenda	1.601	par_17			
The formulation	1.361	par_18			
The adoption	1.081	par_19			
The implementation	2.913	par_20			
The evaluation	1.358	par_21			
e8	.667	par_22			
e9	.050	par_23			
e1	1.515	par_24			
e2	1.311	par_25			

	Estimate	S.E.	C.R.	P	Label
e3	2.192	par_26			
e4	5.065	par_27			
e5	1.190	par_28			
e6	.115	.115	.996	.319	par_29
e7	.050	par_30			

Source: The Result Of Research 2017

3.5. Determination (KD) = >> indicates the magnitude of the effect of the independent variables on the dependent variable

Table 6. Squared Multiple Correlations: (Group number 1 - Default model)

	Estimate
Tourism	.148
The economic growth	.609
Y	.719
Z1_Z2	.872
X5.1_X5.4	.533
X4.1_X4.6	.365
X3.1_X3.5	.330
X2.1_X2.4	.509
X1.1_X1.5	.514

Source: The Result Of Research 2017

### 3.6. The Total Effect

Table 7. Standardized Total Effects (Group number 1 - Default model)

	The Evaluation	The implementation	The Adoption	The Formulation	The preparation of the agenda	Tourism
Tourism	.028	-.361	.098	.077	.107	.000
The economic growth	.022	-.282	.076	.060	.084	.781
Y	.019	-.239	.065	.051	.071	.662
Z1_Z2	.026	-.337	.091	.072	.100	.934
X5.1_X5.4	.730	.000	.000	.000	.000	.000
X4.1_X4.6	.000	.604	.000	.000	.000	.000
X3.1_X3.5	.000	.000	.575	.000	.000	.000
X2.1_X2.4	.000	.000	.000	.714	.000	.000
X1.1_X1.5	.000	.000	.000	.000	.717	.000

Source: The Result Of Research 2017

The total effect of evaluation on the tourism is 0.28; the implementation on the tourism is 0.361; the adoption on the tourism is 0.098; the formulation on the tourism is 0.077; the preparation of agenda on the tourism is 0.107; then the relationship of evaluation variable to the economic growth is 0.022; the implementation on the economic growth is -0.228, the adoption on the economic growth is 0.076; the formulation on the economic growth is 0.060; the preparation of agenda on the economic growth is 0,084 and the on the economic growth is 0,781.

### 3.7. The Inter-Variable Direct Effect

Table 8. Direct Effects (Group number 1 - Default model)

	The Evaluation	The implementation	The Adoption	The Formulation	The preparation of the agenda	Tourism
Tourism	.021	-.187	.083	.059	.075	.000
The economic growth	.000	.000	.000	.000	.000	.316
Y	.000	.000	.000	.000	.000	.000
Z1_Z2	.000	.000	.000	.000	.000	1.000
X5.1_X5.4	1.000	.000	.000	.000	.000	.000
X4.1_X4.6	.000	1.000	.000	.000	.000	.000
X3.1_X3.5	.000	.000	1.000	.000	.000	.000
X2.1_X2.4	.000	.000	.000	1.000	.000	.000
X1.1_X1.5	.000	.000	.000	.000	1.000	.000

Source: The Result Of Research 2017

The inter-variable direct effect on the tourism refer to the direct influence of the preparation of the agenda on the tourism development resulted in a value of 0.075, greater than 0.05 which means there is a firm link, and on the formulation of 0.59 also indicates a strong effect, as well as the adoption of 0.83, but in the implementation phase has a negative value *i.e.* -0.187, whilst the evaluation is 0.021. The effect of tourism on the economic growth resulted in a value of 0.316, it indicates a firm link.

### 3.8. The Standardized Direct Effect

Table 9. Standardized Direct Effects (Group number 1 - Default model)

	The Evaluation	The implementation	The Adoption	The Formulation	The preparation of the agenda	Tourism
Tourism	.028	-.361	.098	.077	.107	.000
The economic growth	.000	.000	.000	.000	.000	.781
Y	.000	.000	.000	.000	.000	.000
Z1_Z2	.000	.000	.000	.000	.000	.934
X5.1_X5.4	.730	.000	.000	.000	.000	.000
X4.1_X4.6	.000	.604	.000	.000	.000	.000
X3.1_X3.5	.000	.000	.575	.000	.000	.000
X2.1_X2.4	.000	.000	.000	.714	.000	.000
X1.1_X1.5	.000	.000	.000	.000	.717	.000

Source: The Result of Research, 2017

Of those above data it could explain the link between a policy with the development of tourism, in which hold negative value.

### 3.9. The Inter-Variable Indirect Effect

Table 10. Indirect Effects (Group number 1 - Default model)

	Evaluation	Implementation	Adoption	Formulation	Preparation of the agenda	Tourism
Tourism	.000	.000	.000	.000	.000	.000
The economic growth	.007	-.059	.026	.019	.024	.000
Y	.007	-.059	.026	.019	.024	.316
Z1_Z2	.021	-.187	.083	.059	.075	.000
X5.1_X5.4	.000	.000	.000	.000	.000	.000

	Evaluation	Implementation	Adoption	Formulation	Preparation of the agenda	Tourism
X4.1_X4.6	.000	.000	.000	.000	.000	.000
X3.1_X3.5	.000	.000	.000	.000	.000	.000
X2.1_X2.4	.000	.000	.000	.000	.000	.000
X1.1_X1.5	.000	.000	.000	.000	.000	.000

Source: The Result Of Research 2017

The indirect effect of the evaluation on the economic growth is 0.007, the implementation on the economic growth is -0.059, the adoption on the economic growth is 0.026, the formulation on the economic growth is 0.019, the agenda on the economic growth is 0.024.

#### 4. Discussion

The links were referred from the modeling, in which the preparation of the agenda is positively related to the formulation. That is to say that in the preparation of the agenda – in this case is the alternative action – the one of the other action programs in the concept of the agenda did not contradict, nor there was a discrepancy between the concrete choices in the adoption, as well as evaluation. Yet, in the implementation in the field, it did not functionate as it expected. It can be concluded that the compilation of regulatory policy concerning the tourism sector in Simalungun District has been running well, since all values of the links are positive, as described in the analysis framework on the links between variables. The effect of adoption towards the variables - such as implementation and evaluation – have been well-functioned, as well as towards the evaluation, but the implementation did not function as intended. The influence of the preparation of the agenda toward the tourism development is quite weak, in this case is how tourism can be used as an attraction.

The implementation of the policies – the program had composed – has a weak effect toward the tourism development, however the evaluation of the tourism development programs is related to moderate. In the case of the sector of cultural tourism, it has the intense impact that enforces the economic growth; in the sense that the policy makers admit to accommodate the desires of the tourist through the regulation, from the stage of the preparation of the agenda through the evaluation, thus there is a development of the grade of policy in cultural tourism as a tourist attraction.

Whilst the natural tourism has the moderate impact of promoting the economic growth. In other words, the policy functionate indifferently, from the preparation of the agenda, through the evaluation. A conflict of interests between the bureaucracy and the legislature is common, in the relation of the preparation of the policy agenda. However, in Kabupaten Simalungun, the coordination and cooperation between the two agencies was running smoothly, hence it might be concluded that both agencies have got the hang of the public interest.

Another interesting thing concerning the mutual support and the influence of the nature tourism on the cultural tourism, in which the value of this link is equal to 0.67, above 0.05. Due to these influential link, both were seizing an intense effect on the economic growth, with the value of the approach of creative economy and the economic growth of 0.05.

The conclusion is that in order to achieve economic growth as well as the regional development, the tourism sector is highly expected to capable of enforcing by means of the approach of cultural tourism and nature tourism. Based on the analysis of partial aspect, the preparation of the agenda has delivered the intense effect on the tourism development, with a value of 0.075, or above 0.05. In this sense, the preparation of the agenda could grasp the constraints in the tourism development along with its solution.

Similarly, the partial link between the formulation and the development of tourism, obtained a value of 0.059. That is, policymakers are afforded to choose the right alternative, and to determine the requirements of the development of tourism. The effect of the adoption toward the tourism development refers to the government that afforded to determine the requirements and opt the strategic policies.

However, the partial effect of the implementation toward the tourism development is not as achievable in the stages of the preparation of the agenda, the formulation and the adoption. In other words, it was not intensely affected the tourism development due to the value which of -0.187, well below 0.05. It might be due to the placement of improper person. However, each variable has an intense partial link to the economic growth, the value obtained is 0.316.

Another analyzed aspect is the exact or determinant link, in which each of variable valued at 0.148 toward the tourism development. This link is considerably intense, since it has reached a value above 0.05. This link is extending linearly on the economic growth. In relation to the direct link, the policy aspect – the preparation of the



agenda, the formulation, the adoption, and the evaluation - earned values above 0.05, it means that it has affected intensely, yet the stage of implementation gained the negative value. Therefore, the Government of Simalungun District needs to conduct a study on the implementation phase. In other words, it's needed to exercise the improvements to attain the synchronization, thus the output and outcome of the contribution of tourism sector could achieve the maximum results.

## Conclusion

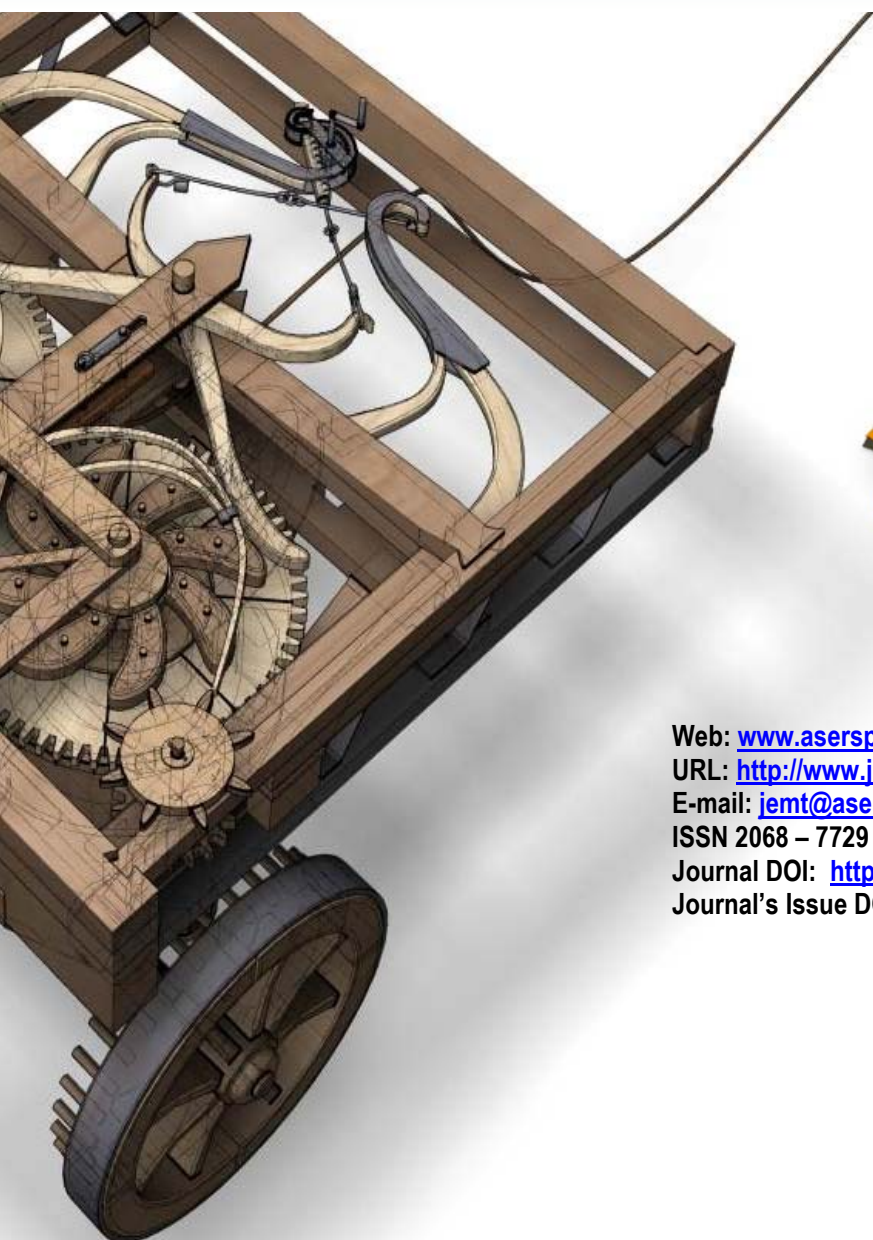
The tourism sector should play a role as a leading sector in promoting the economic growth in Simalungun District. The preparation of tourism development programs in Simalungun District has been a well-functioned stage. Still, some improvements are needed – specifically in the implementation – to reduce the constraints the target achievement, because the implementation link with other aspects are not running effectively. A review of consistency is as well required, hence the mutual support between policies might effectively functionate.

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