

# arief\_hermawan\_LINK and Match of tourism

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## Link and Match of Tourism Development towards Optimization of Community Empowerment for the Sake of Spatial Utilization

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### Abstract.

This paper presents an integrated manager model as a model of tourism development applied in Bejiharjo village, Gunungkidul Regency, Indonesia. This model is an implementation of tourism development synergy involving the community as the main actor of tourism development and government and private sectors as supporters. The distribution role in this model shows that the community is able to independently lead the spatial development productively within the framework of increasing welfare. In the context of the development of tourist destinations, this model is a synthesis of several development models which includes the model of development of a tourist attraction, model of infrastructure development, model of development of public facilities, model of development of tourism facilities, as well as model of integrated and sustainable community empowerment. This tourism development model is found in the research of Geosite utilization which becomes the most pivotal resource in Bejiharjo village as a tourist attraction. The patterns of space utilization are mapped by phenomenological method to capture the aspirations and development plans of space inductively. Through an in-depth interview and the response to the space the public's view of space was revealed.

**Keywords:** integrated manager; sustainable; synergism; tourism development.

**Jel Classification:** Z32.

### Introduction

The Constitution of the Republic of Indonesia Year 1945 has mandated that the national economic development should be organized based on the principle of sustainable development and environmentally friendly development. This is based on the understanding that the well sustained and healthy environment are the rights of every human being. This mandate becomes increasingly paramount by the fact that the quality of the environment in general has declined today and thus has threatened the survival of human lives and other creatures. The escalating global warming leading to climate change has exacerbated environmental degradation. These alarming conditions need to be addressed with the protection and management of the environment seriously and consistently by all stakeholders in any spatial planning and space utilization activities, as mandated by the Law of the Republic of Indonesia Number 32 of 2009 on the Protection and Environmental Management.

Spatial planning is a stage of the development process of the region which constitute the planning, the use, and the control of space utilization. Spatial planning is intended to implement the idea of a prosperous society that lived in a comfortable and sustainable space. It is expected that through spatial planning every one's rights (property rights) can be protected without hindering his or her innovation and creativity. Therefore, the application of the principles of spatial planning in the regional development is very relevant with the context of achieving development in a systematic and integrated way, as well as in the tourism sector (Marlina, 2016).

The attempt of tourism development in supporting the development of the region will be effective and efficient if the process is carried out in an integrated manner by all tourism players (stakeholders) in the local area. This is in line with the spirit that grows in the era of regional autonomy that puts the Central Government as a facilitator by encouraging improvements in public services and the development of creativity and involvement of the community and government personnel in the area. Upon close observation, the phenomenon of community involvement showed a very positive response from all stakeholders, especially the public, if they feel an additional value "that seems to be really economical." This is so because the involvement is coming from the self-motivation without any external force. The concept of involving communities in regional development, included in Spatial Planning is in line with the decree of MPR IV / MPR / 2000 on the recommendations of the Regional Autonomy Policy, Law 26/2007 and The Government Regulation No 69/96 which positions the government as a facilitator and society as the main actors or stakeholders of the development.

In order to realize the integrated development and sustainable tourism, ideally all stakeholders that are directly related to the tourism aspect are involved in the planning, utilization, and control of its use, and integrated trying hard to develop the tourism potential that takes into account the advantages and benefits for the people. The tourism industry that is well developed will allow the flourishing business opportunities, entrepreneurship opportunities, and open wide job opportunities for the locals; wide enough that even people from the outside area can get the same benefit. Few things to consider, however, are the fact that we have to maintain the environment and local culture, as well as the need to involve communities in the whole process.

It is commonly known that the issue of environment and natural resources empowerment today is widely used as the basis for the development of space and territory. This is in accordance with the Law on Spatial Planning No. 26 of 2007 which states that spatial planning is an attempt to regulate the distribution of activity in space that provides geographical expression to economic, social, cultural, and ecological policies. In order to meet this goal, the capacity and independence of the public needs to be improved and facilitated, as stipulated in Law No. 32 of 2009, that people have as equal opportunities as possible to play a role in environmental management aimed at improving self-reliance, community empowerment and partnerships.

This paper presents an integrated manager model as a model of tourism development. It is applied in Bejiharjo village, Gunungkidul Regency, Indonesia. This model is an implementation of tourism development synergy involving the community as the main actor of tourism development and government and private sectors as supporters.

The rest of this paper is organized as follow: Section 2 describes the proposed methodology of this work. Section 3 presents the result and following by discussion. Finally, Section 4 concludes this work.

## 1. Methodology

In this study, the condition of the district of Gunungkidul becomes the key considerations in tourism development. This is consistent with the concept of the development of national tourism (World Tourism Organization, 2004) which should be directed to: a) the preservation and a place to apply the strategy of sustainable economic development which is carried out through good and realistic management of structure, b) the creation of jobs for the local community in terms of economic gains in the real world, and c) the knowledge development for the public in general. In accordance with this directive, it is important to take into account the condition of the area which include the physical, the social, and the cultural condition.

The spatial scope of this study is Bejiharjo Village, Karangmojo Sub District, Gunungkidul Regency. Meanwhile, the substantial scope is associated with people's attitude toward space and tourism and the implementation of such attitudes in the utilization of spaces, especially related to tourism development. The aspects to be observed are the use of space in the Village area of Bejiharjo related to the functions of tourism, including a number of attached components such as time of use, type of use, user characteristics, and the specific location of use.

In order to obtain information on this account the researcher conducted some interviews with the space users. Then, to extract the data the researcher conducted purposive sampling (Taherdoost, 2018). The instruments for collecting data in this study are the researchers themselves who gathered information and

captured the dual reality. With this reciprocal interaction any data collected can be confirmed with and among respondents so as to achieve highly valid results (Walenta, 2019).

The study was conducted qualitatively by a phenomenological approach and involved inductive data analysis. The interviews were conducted flexibly so as to allow the extraction of specific information from every sample. The result of the previous interview provided a background knowledge for the following interview. These results were valued based on the specifications and were not used as a framework for harmonizing the following interview. However, the findings of each sample will still be rechecked by another sample.

The data was analyzed using qualitative content analysis method (content analysis), considering the shape of data and information gathered from interviews and official documents that required techniques to understand and interpret.

## 2. Result and Discussions

Gunungkidul Regency of Yogyakarta Special Province is located on the south side of the island of Java, Indonesia. This is a tropical regency whose topography is dominated by karst hills. In some places there are natural caves and underground rivers. Gunungkidul Regency is located on the landscape of Mount Sewu which stretches along Gunungkidul Regency, Pacitan and Wonogiri. The area is to be special because it covers 33 geoarea, each of which is spread in 33 geosites. In details, 13 geosites are located in Gunungkidul Regency of Yogyakarta, seven geosites are located in Wonogiri Regency of Central Java, and 13 geosites are located in Pacitan of East Java.

Bejiharjo is one village in Karangmojo Sub district, Gunungkidul, Yogyakarta. It consists of 20 hamlets including Grogol I, Grogol II, Grogol III, Grogol IV, Grogol V, Grogol VI, Gunungsari, Kulwo, Banyubening I, Banyubening II, Ngringin, Karanglor, Karangmojo, Bulu, Gelaran I, Gelaran II, Sokoliman I, Sokoliman II, Gunungbang, and Seropan. The tourism potential in the village of Bejiharjo is very diverse, including Goa Pindul, Goa Sriti, Goa Glatik, Goa Emas, Goa Si Oyot, Goa Gereng, Goa Asri, Mriwis Lake, Oya River, General Sudirman Monument, Megalitikkum Sokoliman site, Gunung Bang site and a Camping Ground. The diversity of the tourism potential of this village makes Bejiharjo Village develops into a famous tourist destination for both domestic and foreign tourists. Among the various existing attractions are Goa Pindul which is developed with the activities of cave tubing, Goa Glatik which is developed by caving activities, and Oya River which is developed as a rafting area.

Viewed from the aspect of spatial planning, tourism development in the Village area of Bejiharjo includes planning, utilization and control of space utilization. While the scope of activities includes tourism development destinations, tourism markets, the development of the tourism industry, and institutional development (Marlina, 2016). Planning activities are carried out in the early development of tourism, since the attractions are not yet developed. Initially, Bejiharjo Village is just a residential area like most of other villages in Gunungkidul Regency. The existence of Oya River, Goa Pindul, Goa Sriti and some other potential tourism objects in the region is still regarded merely as a natural and water resources component that flow through rivers and caves as well as used as a means of irrigation for the paddy fields.

Responding to various potentials, some members of the community spearheaded the planning and development of tourism in the village area of Bejiharjo and tried to bring the region into a tourism village. They also communicated the tourism potential to the regional government and encouraged other citizens to participate in the overall tourism development of Bejiharjo village. Supported by the knowledge of local government, the community then organized themselves, formed a community of tourism secretariat. In the early stages, this Secretariat initiated the development of Oya River, Goa Pindul, Goa Sriti and General Sudirman Monuments as a tourist attraction. In detail, community participation in the planning stages of tourism development are as follows.

a. Society recognizes the potential of tourism in Bejiharjo village.

Various components of both natural and artificial located in Bejiharjo Village, are originally not empowered at first. Then with the increasing breadth of insight, some locals see the components of such nature as the potential to be developed as a tourist attraction.

The initial steps in the operation of tourism communities are identifying the stumbling blocks and potentials of the tourism development. In order to identify the potentials and barriers the researcher collected data and information that will support the development of the object as a tourist destination, covering aspects of attractiveness and uniqueness of the natural, ecological/environmental, social, cultural and economic, and infrastructure supporting tourism activities.

From the results of the identification of the potentials and constraints then the people carried out the planning stage of tourism development (Saarinen, Rogerson, & Hall, 2017): which include 1) Things to do, in the form of all the appeal of both natural and cultural, things or activities that can attract tourists to come to visit; 2) Amenities, includes the facilities provided by the attraction; and 3) accessibility, or how to get to the tourist sites.

b. The society communicate and apply for a permit for developing the tourism potential to the local government.

The community then established a Secretariat for Dewa Bejo Tourism

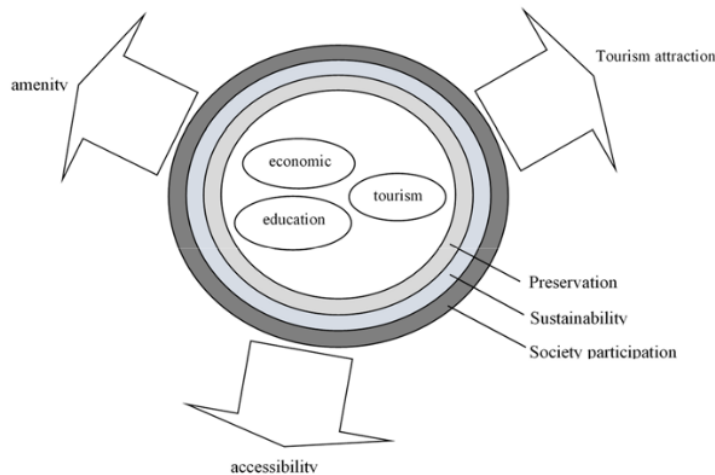
Tourism Village of Bejiharjo). To support the tourism development plan in Bejiharjo Village, with the consent of local governments, some residents organized themselves to form tourism secretariat. This community was formed to facilitate coordination during the planning process, and use and control of the utilization of tourism space in the future.

c. The community initiate tourism development. After tourism secretariat is formed, the chain of command in the planning and development of tourism became clearer and tourism development in the village of Bejiharjo become more smoothly. Supported by the local government, the secretariat of Tourism of Dewa Bejo also pioneer and encourage the Bejiharjo village and the wider community to organize the surrounding area of some tourism attractions such as Oya River, Goa Pindul, Goa Sriti and General Sudirman Monument independently in order to promote the carrying on tourist attractions.

Judging from the potential and problems of the region as well as the direction of development of tourist areas of the District Government of Gunungkidul primarily related natural tourist destinations, the Tourism Village area will be developed into a Bejiharjo Tourism Village of environmental and cultural based sustainability. The suitable development concept to accommodate this need is ecotourism, a sustainable tourism development concept that aims to support the efforts of environmental preservation (natural and cultural) and increase public participation in the management, thus providing economic benefits to local communities and governments. In accordance with the main principles of ecotourism, tourism development is directed to the consideration of conservation, education, tourism, economy, and local community participation.

Based on the analysis of the condition of regional planning and policies, tourism development in Bejiharjo village also recommended the concept of sustainability. The tourist development should include the physical environmental aspects, the social, and the cultural aspect as shown in Figure 1.

Figure 1. The Macro Concept Setup of Bejiharjo Tourism Village



d. NGOs mobilize communities in tourism development. At first, the tourism development is conducted independently. However, because of the necessary support, tourism secretariat of Dewa Bejo then also actively seek development assistance from various sectors of both public and private sectors.

e. The community initiate involvement of different components in the tourism development village. To complement the support for the tourist attraction, the secretariat of Dewa Bejo Tourism assisted by the Village officials, coordinate the participation of citizens. The participation is structured in a way that can enhance the citizens engagement in tourism activities in order that all elements of the community can enjoy the economic

benefit equally. Community participation can take the form of secretariat team members of tourism attractions, parking attendants, traders, managers of transport in the tourist attraction package, as well as the janitors.

f. The communities promote tourism. Initially, not many tourists know Goa Pindul, Goa Sriti, and General Sudirman Monument in Bejiharjo Village area. In order to realize the plan to make this region as Village Tourism, Dewa Bejo Tourism secretariat supported by the Local Government conducted several things:

- 1) Develop a cave tubing tour activity packages and Oya River fringe.
- 2) Introduce the tourist objects in Bejiharjo village to the public in general through leaflets, banners, newspapers, radio and other media.
- 3) Invite communities to visit the sights and enjoy tourism activities in Bejiharjo village.
- 4) Coordinate the development of tourist resorts with local governments of Gunungkidul Regency.
- 5) Build a simple tourism website.

These efforts are conducted to further improve public recognition of the attractions in Bejiharjo village, especially Goa Pindul. In fact, more and more, the tourism activity packages of cave tubing of Goa Pindul and rafting in Oya River increasingly attract many tourists and today become one of the leading tourist in Gunungkidul Regency.

After planning, tourism development entered a period of use and control of space utilization. In this period, the secretariat of Dewa Bejo Tourism continues to conduct some attempts including:

a. Supported by local governments, coordinating community and village to organize tourism development in the region wider than Bejiharjo Village. In addition to the tourist objects that have been developed, Bejiharjo village also offers some other potentials namely Goa Gelatik, Goa Asri, Mriwis Lake, Sokoliman site, and Gunung Bang site. The natural potential is also being developed to complement the tourism object in Bejiharjo Village area. It also offered attractions such as driving off road through the hills, flying fox around the village of Bejiharjo and attractions that are expected to further increase the tourist attraction in the Village area of Bejiharjo. With the increasing number of tourist attractions offerings and the vigorous promotion of tourism, the number of tourist visitors at the Tourism Village of Bejiharjo continue to increase over time, with the leading tourist attraction the cave tubing of Goa Pindul and fringe of Oya River.

b. Initiating the community to participate in the management of tourism activities. The increase in number of tourists visiting Bejiharjo village significantly from year to year enhances the spirit of the community to manage and develop tourism activities in the region. The establishment of the secretariat of Dewa Bejo Tourism initiates other residents to set up a secretariat for other tourism. Currently, tourism development in Bejiharjo village already covers a range of other potentials namely Goa Glatik, Goa Emas, Goa Si Oyot, Goa Gereng, Goa Asri, Mriwis Lake, Sudirman Monument, Megalitikkum Sokoliman site, Gunung Bang site, and Camping Ground evenly and fairly. The increasing number of tourism and the increasing number of tourist visits to the Village area of Bejiharjo even more enhances the motivation of the community to establish secretariat manager of other tour. Currently there are at least 8 secretariat tourism managers, namely: Dewa Bejo secretariat, Mriwis Putih secretariat, Karya Wisata secretariat, Wira Wisata secretariat, Panca Wisata secretariat, Panji Wisata secretariat, Tunas Wisata secretariat, and Sokoliman secretariat. This is conducted responding to the variously developing attractions in this area. With more and more a tourist attraction that develops, more and more well established tourism secretariat, also means more citizens involved in the management of tourism in the area of Bejiharjo Village.

c. Urging people to continue to preserve the environment for the sustainability of tourism. Most of the attractions in Bejiharjo village is of natural wealth. Therefore this object must be preserved in order to make them survive despite the ongoing utilization as a tourism attraction. Various attempts made to preserve the environment include:

- 1) Minimizing the cutting of trees for the arrangement of the tourism attractions.
- 2) Minimizing the land conversion for the arrangement of the tourism attractions.
- 3) Limiting the number of tourists entering the caves to preserve it.

d. Initiating the community to develop the concept of integrated tourism management. The increasing number of attractions that draws tourists and the increasing number of tourists visiting the region Bejiharjo Village resulted in increasingly complex tourism management. Responding to this, the Tourism Secretariat business with the government then initiated the concept of Integrated Secretariat. The concept of integrated secretariat is equipped with the concept of integrated tourism development in Bejiharjo village. This is a concept of governing the management of tourism objects and tourist traffic through one gate system that is then distributed to all coordinated Tourism Secretariat business in synergy. With this integrated concept it is expected that

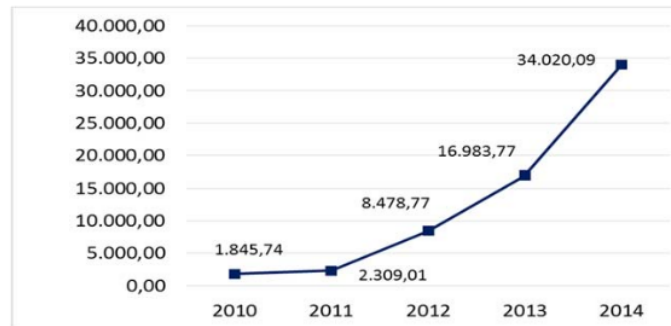
development and management of tourism in the village of Bejiharjo can be aligned with and optimally become beneficial to the welfare of the society.

e. Seeking cooperation with various agencies including Local Government in the development and structuring of existing tourism attractions. The increasing number of tourists and the increasingly diverse tourism objects and attractions in Bejiharjo village is undeniably requiring more support for its development. Therefore, the Secretariat of Dewa Bejo Tourism worked hard trying to build cooperation with various agencies including the local government district of Gunungkidul. Department of Culture and Tourism of Gunungkidul Regency coordinate with the Secretariat of Dewa Bejo Tourism and plan various programs for structuring and developing tourism attractions in the region. Tourism management which was originally conducted independently by the people then began to get financial support from the government so that it can generate the rapid development of tourism. The development direction of tourism is also adapted to the overall development direction of tourism in Gunungkidul Regency.

There are wide ranges of things carried out by the Secretariat of Dewa Bejo Tourism together with local governments and communities, in this case is the Department of Culture and Tourism of Gunungkidul, which can increase the number of tourists visit each year to Gunungkidul Regency of Bejiharjo Village in general and in particular. However, they also continue to make efforts to preserve the environment and maintain the sustainability of tourist activities. Tourism Secretariat of Dewa Bejo with the community and the Department of Culture and Tourism of Gunungkidul Regency continues to pursue the expansion of cooperation in the framework of tourism development with various agencies.

The increase in number of tourists visiting the region Bejiharjo Village contributed positively to the increase in the number of tourists visiting Gunungkidul Regency in general. At least in the last decade, tourism has become one of the leading sectors in Gunungkidul Regency, indicated by a significant increase in its contribution to regional income as shown in Figure 2.

Figure 2. Development of Total revenue of Tourism Sector of Gunungkidul Regency Year 2010-2014 (in million rupiah)



Source: Statistics of Tourism of Yogyakarta Special Province Book, adapted

In accordance with the development direction of Gunungkidul Regency, tourism development in the region of Bejiharjo Village is organized by the principles of environmentally sustainable development, that is the development that meets the present needs without compromising the ability of future generations to meet their own needs. To achieve these objectives, the construction was done by the following principles (Djajadiningrat 2001): a) To ensure equity and social justice, b) To respect the diversity, c) To use an integrative approach, and d) To request a long-term perspective. This sustainable development accommodates two important ideas: a) The idea of necessity, an essential requirement for sustaining human life, and b) The idea of limitations which is based on the condition of technology and social organization on the environment's ability to meet present and future needs. To meet these two ideas it is necessary to preserve the conditions for sustainable development as follows (Marsiglio 2017): a) Ecological Sustainability, b) Economical Sustainability, c) Social and Cultural Right Sustainability, d) Political Sustainability, and e) Defence and Security Sustainability. In relation to the development of sustainable tourism, what needs to be addressed is how to keep the object of a tourist destination well developed without causing any disruptions to the ecosystem of the existing environment and the most importantly without marginalizing the local community who seek for the fulfillment of life betterment.

Tourism is an activity that involves people's movement to a place outside the usual places where he lived, in which the activities carried out involve various other parties, including the activities using the facilities related to

tourism (O'Riordan, Mathieson and Wall 1983). According to Su *et al.* (2019), tourism is viewed from various aspects, including physical or environmental aspect. These activities cannot be separated from the impact, especially their impact on the socio-cultural, economical, and physical environment. Tourism has a wider spectrum, for instance as an open system of some of the key elements that interact directly with nature, the human element, tourist, the region of tourist origin, transit routes, the area of the destination, and the elements of industrial economics (Su *et al.* 2019). Overall these elements are arranged in a variety of different functions that interact physically, technologically, socially, culturally, economically, and even politically.

Since the enactment of Law No. 23 Year 2014 on Regional Government, there has been many parties who are encouraged to make various efforts to develop regional potential and they even further pursued to make the best utilization of the tourism potentials. They sought the possible potentials in all sectors to be developed in a way that contributes to the successful implementation of the government policy. This also happened in the world of tourism in Gunungkidul Regency. The high tourism potential and the growing interest of tourists towards the tourism in Gunungkidul Regency over the years managed to boost the contribution of the local revenue. This condition is to motivate people to develop the existing potential in the region for the sake of better prosperity.

The movement of people in viewing their potential and then their attempt towards the development of tourism highlighted their creativity, innovation and the ability of interpreting opportunities. In this case, the community is aware of the tourism assets and then manage it properly so that it has potential added value. The community even started to encourage the participation of stakeholders in tourism development. The existing potentials in the region are later developed into a tourist attraction as supported by active and positive community participation.

Tourism development in Bejiharjo village is carried out gradually. This is because the planning and development process are initiated by the community independently. In the advanced stages, there is recent involvement of the government and the private sector. Although implemented gradually, the planning and development of tourism is pursued to the maximum so as to maximize the positive impact of tourism.

The impact of tourism according to Higgins *et al.* (2019) is a symptom of tourism, which can take the form of a collision or a strong influence either in positive or negative one. Wherever possible the positive effect should be multiplied and the negative effects should be avoided.

Among the effects that may occur are physical impacts such as environmental impacts. The environmental impact incorporates circumstances that may affect the ecological conditions and natural habitat of the tourism attraction area. Meanwhile, among the negative impact of tourism is the abound tourists visits which is greater than the environment ability to accommodate such utilization which is commonly referred to as carrying capacity. In this account, consequently, there will be tremendous pressure on nature. Referring to Hillery *et al.* (2001), the positive impact of tourism in the project area of Bejiharjo Village include:

- a. Tourism development stimulates the growth of surveillance and applied measures to protect the environment, landscape, or wildlife.
- b. Tourism development helps to introduce the existence of cave conservation area (Goa Pindul, Goa Glatik, Goa Emas, Goa Si Oyot, Goa Gereng, and Goa Asri).
- c. The existing tourism introduces and promotes tourism development and the presence of buildings or heritage in the area (Sokoliman Site and Gunung Bang Site).
- d. Tourism development brings profit as a livelihood in the village of Bejiharjo.

Meanwhile, the negative impacts of them (Hillery *et al.* 2001) includes the following:

- a. Travelers tend to throw trash / litter the tourist areas.
- b. Tourism development leads to the density of both humans and vehicles.
- c. Tourism development increases pollution.
- d. Tourism development has contributed to the pollution of watercourses and the surrounding of Bejiharjo Village area.

e. Tourism development led to the development of unwanted and some are also not in accordance with the development plan Bejiharjo Village area in particular and in general Gunungkidul Regency.

- f. Tourism development causes disruption and damage to the habitat of wild animals.

Uncontrolled tourism activities will threaten the environment. Referring to the UNEP (United Nations Environment Programme), the main impact of tourism on the environment of Bejiharjo Village falls under three major points, namely a reduced quality of natural resources, increased pollution, and affected ecosystems. Based on the aforementioned description, in general the physical impact of tourism can be divided based on the



area of effect, for instance, biodiversity, erosion and physical damage, pollution, resource problems, and some changes including visual or structural damage.

The increasing public interest and the number of visits to the attractions in Bejiharjo village demands for the development of tourist facilities in the region. On the other hand, the construction of tourism support facilities, including infrastructure development will lead to degradation of land and minerals. In addition, infrastructure development also eliminates the population of a particular habitat in the area. Although the community attempts in tourism development is carried out by firstly prioritizing the environmental considerations, gradually these activities will have a direct tangible impact in the long run. In line with the rise of tourism interest and visit to Bejiharjo village, it is undeniable that gradually in the long run there will be further impact of tourism development upon the surrounding environment. The impact will not only cover the economic, social, or cultural aspect, but also cover the physical aspect.

Despite its drawbacks on the surrounding nature, tourism is one of the economic driving forces capable of contributing greatly to the betterment of the community nearby. Tourism development can stimulate business activity to generate the significant benefits for the socio-cultural and economic aspect of the region, especially for the community surrounding the tourism attraction. The success of tourism can be seen from the increasing local revenue of the local government coming from the tourism sector which can fruitfully encourage other sectors to flourish. The most tangible success to be seen is the increasing number of tourist arrivals from period to period. The increasing number of tourist visits can be reached if the traveler has been satisfied with a variety of attractions offered by the managers of the tourism destination (Som and Badarneh 2011).

Theoretically, tourism development incorporates the development of various integrated and holistic attributes including: a) The attractiveness aspects of the destination; an attribute of a tourist destination can take the form of anything that can attract tourists, both natural, social, and cultural attractiveness; b) The accessibility aspect of the destination which is often referred to as transportation; this covers the access attribute for both domestic and foreign tourists to easily reach the tourist destination and to easily access to nearby attractions at the tourist destination; c) The main and supporting facilities aspect; the amenities attribute which becomes one of the requirements of a tourist destination so tourists can stay at home in a longer period at the tourist destination; and d) institutional aspects; attributes of human resources, systems, and institutions such as tourism agencies that will support a tourist destination to become worth visiting. The institutional aspects can take the form of support from the security agencies and tourism agencies as destination managers and other supporting agencies for the sake of tourist comfort.

On the basis of the aforementioned aspects, tourism development in Bejiharjo village is mainly associated originally with the aspect of the appeal of the tourist destination. As an attraction, Bejiharjo village has great potential natural attractions which is highly comparable to its cultural attraction, and interestingly they are incorporated and can complement each other. Before being exploited and developed, the attraction in the tourist destination needs to be recognized and identified well. So far, the attractions at the Tourism Village of Bejiharjo became the main attraction so that there are many captivated tourists who eager to visit Goa Pindul and the fringe of Oya River. Both attractions have become a mainstay of any tourism packages of every Tourism Secretariat.

Bejiharjo village as a tourist destination has grown widely, but still need to be developed further. Therefore, in the long run, Gunungkidul regency government should be able to encourage the development of such kind of tourist attraction for the sake of the betterment of the community. The attraction of such tourist destination for certain tourism activities will be incorporated in one tourism network. In relation to the location of the developing tourist attraction the above, it is necessary to determine the pathways for the existing tourism, and further differentiate the tourist track of the mainstay and the supporting tourist attraction according to their potential market/tourist visits. In each of the tourism lane it is necessary to redistinguish between the main tourist attraction and the appeal of supporting tourism attraction. In other words, the effort to develop the tourist attraction is not just for one or two specific tourism attraction, but for some integrated tourism attraction incorporated into a united package of tourist attraction.

The next aspect to consider is the amenities attribute which became one of the requirements of tourist destination so that tourists can feel at home to stay at longer period at a tourist destination. The amenities in Bejiharjo village currently are scattered in each attraction. In line with the growth of tourism objects and the increase of tourist's interest, the development efforts continue to be made. To simplify and encourage the entire community involvement, the community planned to develop a tourism management in an integrated manner. Various amenities are going to be developed to complement the existing attractions so that tourists can gain more comfort.

From the foregoing, it can be concluded that community participation in the planning and development of tourism in Bejiharjo village develops and runs very smoothly. The planning of tourism development is right on target, is performing well, and is pretty fruitful because it was done to meet the needs of the community. According Hughes (1995), the construction should be carried out from the people, by the people and for the people (Jun, Hongwei and Yingjia, 2015). This view shows the principles of democracy in the concept of national development, as well as in the tourism sector. Communities need to be directly involved not in the form of mobilization, but rather as a form of participation that is driven by self-consciousness. In the development process, the public is not merely treated as an object, but more importantly as a subject and an actor or actors (Scheyvens and Biddulph 2018).

Referring to Mtika and Kistler (2017), the participation of the community in the village of Bejiharjo can be divided into three levels:

a. Initiation participation. Initiation participation is an initiative to invite participation from village leaders, both formal and informal, or from members of the public about a project, which in the long run will become the necessity for the people. This is evident in the level of community involvement in initiating the planning and development of tourism in the region of Bejiharjo Village. The community recognizes, identifies and motivates village leaders and other community members in tourism development.

b. Legitimation Participation. Legitimation participation is the level of participation in the discussion or decision-making of the project. This kind of participation is evident in the level of community involvement in formulating the planning and development of tourism, even moving the community stakeholder in the planning and development of tourism. The community also successfully initiated a coordination between local government district with the community of Gunungkidul to develop tourism in the region of Bejiharjo Village.

c. Execution Participation. Execution participation is the participation at the implementation level. Participation at this level is shown by the community involvement in the management of the tourism destination today through the secretariat of the tour organizer. Until recently, the tourism activities in Bejiharjo village involves the public as the subject or the main actor, while incorporating the government as the supporting actor for Gunungkidul Regency.

In response to the active involvement of the community in the region of Bejiharjo Village, Gunungkidul government regency carried out two main things: a) aspiring for public opinions and thoughts, and b) being sensitive to community needs. The government sought to explore the needs of the community and listened to the demands of the society. The government also directed the ideas and thoughts of the communities in planning and developing the tourism. Based on these data, the government further supported and facilitated community involvement in tourism development. In this case, the government has positioned the people as the subjects instead of the objects of development.

The importance of community involvement in planning development is heightened in Law Number 25 Year 2004 on National Development Planning System. Community participatory approach comprised in four (4) chapters of this Act is in Article 2, Article 5, Article 6 and Article 7. The planning system is regulated in Law No. 25/2004 and the rules of procedure can be applied with a combination of top-down approach and bottom-up, which emphasizes the inclusive and transparent ways. The participatory programs provided opportunities directly to the public to participate in the plan concerning their welfare and also directly implemented their own attempt in order to directly reap the rewards of the program. In addition to Law no. 25 of 2004 the other legislation emphasized the need for community participation in development planning, namely Law Number 32 Year 2004 on Regional Government and the Indonesian Government Regulation No. 8 of 2008 on Stages, Procedures for Preparation, Control and Evaluation of Development Plan Area.

According to Singh (2007), the development duty is the responsibility of the entire community and not solely the duty of the government. Further Singh (2007) articulates that national development requires stages. The phasing usually takes the form of periodization. That is, the government determines development priorities. The planning and implementation of development should be oriented downward and should engage the broader community by granting the authority of development planning and implementation at the local level. In this way the government will be more adept at absorbing the aspirations of the community, so that the construction carried out can empower and meet the needs of the people. People should become the main actors in the development; the society needs to be fostered and prepared to be able to formulate their own problems, plans the necessary steps to implement the plan that had been programmed, enjoys the resulted product and preserves the programs that have been formulated and implemented.

The current development paradigm positions the community as the main actors of development. That is, the government no longer act as a provider and implementer, but rather they act as a facilitator and catalyst of development dynamics. Based on the result of the planning to implementation, the public has the right to get involved and provide input and take good decisions, in order to meet their basic rights, one of which through the process of planning and development carried out regularly every year, which belongs to one of the regular activities of community involvement in the process of formulating development plans in each region.

The community participation in tourism development in Bejiharjo village is the realization of some of the rules including:

a. Law No. 26 of 2007 on Spatial Planning.

This law states that "the arrangement of space is taken by the Government and the Society". This shows that the spatial arrangement will not be implemented if it did not involve the public in its entire process. Thus, it is clear that community involvement in spatial planning is a necessity and the fundamental principle that must be applied in the implementation of spatial planning, as well as in the tourism sector.

b. Government Regulation No. 68 of 2010 on Forms and Procedures of The Role of Civil Society in Spatial Planning. The regulation states the following matters:

1) The community plays a role in spatial planning, space utilization, and the utilization control of space in accordance with the rights and obligations specified in the legislation

2) The Government and regional government shall implement the minimum service standards in order to implement the community's role in the spatial plan in accordance with the provisions of the legislation.

3) The Government and local authorities have the duty and responsibility in the development and supervision of the implementation of the community's role in the field of space arrangement in accordance with their authority.

c. Minister Regulation No. 56 Year 2014 on Procedures of The Role of Civil Society in Regional Spatial Planning. The regulation comprises the following matters:

1) Spatial planning is conducted by involving the local community. The role of the community in local spatial planning is carried out by conveying input and / or cooperation in regional spatial planning.

2) Cooperation as referred to above is done by the Government, local authorities and / or fellow community elements in spatial planning.

3) The Governor and Regent / Mayor has a duty and responsibility of fostering the implementation of the community's role in regional spatial planning in accordance with their authority.

d. Guidelines for Community Involvement in the Process of Space Utilization, National Spatial Planning Directorate

According to Green and Newman (2017), the participation of the public can be identified with the community power "citizen participation is citizen power". Community involvement in the process of participation can be explained by different levels in the distribution of power between the society or community with a government agency or agency. According to Green and Newman (2017), the typology of participation that occurred in the village of Bajiharjo includes the type of delegated power, partnership, placation, and consultation, as shown in Table 1.

At the level of 'consultation' there has been many attempts of reciprocal communication and there has been participation, especially ritual participation. The public is invited to a hearing and submission of the proposal, but there is no guarantee whether these aspirations will be implemented, or changes will occur. On the other hand, the 'placation' level illustrates a condition where communication has gone well and there have been negotiations between the public and the government. The public is welcome to provide suggestions or planning of the proposed activities. However, the government continued to hold the authority to assess the feasibility and the existence of the proposal. Tokenism is a condition where policy is made in a superficial attempt which is shallow, on the surface, or symbolic in the achievement of a goal.

Participation in the village on Bejiharjo includes the three top levels categorized as a true form of participation where people have influence in the decision-making process. The level of partnership is a condition in which the government and society become equal partners. Power has been given, there is a negotiation between the public and the authorities, both in terms of planning, implementation, and monitoring and evaluation. Citizens are also given access to the decision-making process, given the opportunity to negotiate and make a deal, especially through the Secretariat of Tourism of existing business. At this level power is distributed through negotiation between power holders and the public with a decision taken by a common policy. Furthermore, the level of 'delegation' shows the condition in which the government gives the authority to the people to take care of

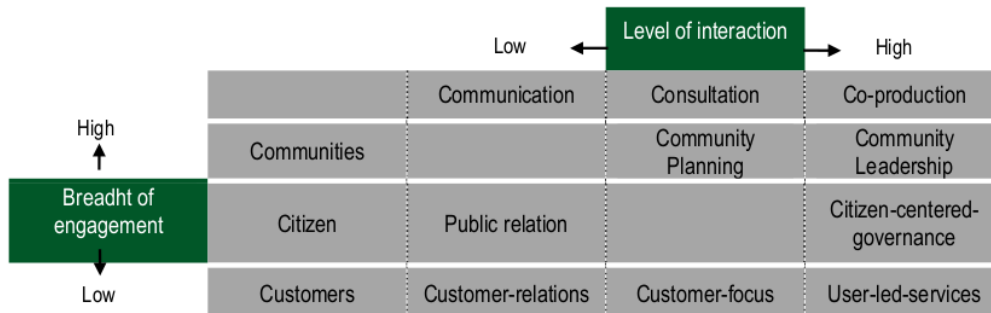
themselves for some important aspects including planning, implementation, monitoring and evaluation, so that people have a clear authority and are solely responsible for the success of the program.

Table 1. Type of participation in tourism development in Bejiharjo village

Rank	Typology	Character	Characteristics	What Happens in Bejiharjo Village
8	Citizen control	Degree of Citizen Power	The community has a direct control over the public policy starting from the planning, implementation, evaluation, and control	V
7	Delegated power		The government authorizes the community to manage their own necessities	V
6	Partnership		The government and the community have equal position in the partnership	V
5	Placation	Tokenime	The communication and negotiation between the government and the community run smoothly	
4	Consultation		There is a reciprocal communication between both parties	
3	Information		There has been many attempts to communicate, unluckily it goes as one-sided communication	
2	Therapy	Non Participation	There has been limited attempt of communication; the initiative from the government goes as one-sided initiative	
1	Manipulation		There is no communication at all, let alone a dialog	

Viewed from the aspect of planning, utilization, and control of the use of space, other forms of public participation are described in the "Public Participation Model" as shown in Table 2 (Klijn and Koppenjan 2012). Public category can be distinguished by the level of involvement that starts from the lowest level, namely the position of the consumer or user, followed by the position of citizens or members of the community, then the community. While at this stage the interaction starts from communication activities, consultation and co-production.

Table 2. Modes of public participation



The level of public participation can be measured by two variables: the involvement and interaction. The highest form of public participation is community leadership, a condition in which communities produce something by working with perpetrators of public services. The lowest level is a form of consumer relations, namely the situation in which the public as a consumer are only allowed to consult by the government or the perpetrators of the public service. The higher participation rate can occur when public services are planned based on the needs of consumers and so-called user-based services.

Referring to this opinion, the form of participation in spatial planning activities, especially related to tourism development in Bejiharjo village falls under the form of co-production. In this form of participation,

community leadership is very prominent. Some communities were initiated to develop the tourism potential of the various natural objects in the village of Bejiharjo. Furthermore, through the Tourism Secretariat business, society continues to plan, exploit and control the utilization of space, especially related to tourism development efforts with the main objective of improving the welfare of the society.

**Conclusion**

Moughtin (2007) in his book "Urban Design, Street and Square" makes the scheme of "analytical scale of participation" that unites "level of participation" with the "technique of participation", "political system", "spatial unit" and " mode of planning." On the account of this view, analytical scale of participation in spatial planning activities in Bejiharjo tourism village can be mapped as in Table 3. This situation illustrates a participatory democracy that is included in the decentralization of power and decision-making.

Table 3. Analytical Scale of participation in spatial planning for tourism development in the village of Bejiharjo

Technique of participation	Level of participation		Political system		Spatial unit	Mode of planning
Community Administration	Citizen control	Degree of citizen power	Anarchy		Room	Non plan
Self-Building	Delegated power		Participatory democracy	Democratic government	Home	Action plan
Community planning & design	Partnership				Street	Incremental planning
Political manifesto	Placation	Degree of tokenism	Representative democracy		Neighborhood	Mixed scanning
Public meeting	Consultation		Town	District quarter		
Public enquiries	Informing			Totalitarian government	Totalitarian government	
Planning appeal	Therapy	Region	Nation		Master planning	
The exhibition		Non participation				Totalitarian government
Press release	Manipulation		Totalitarian government			
Planning survey			Totalitarian government			
User study	Anthropological study	Totalitarian government				
Anthropological study		Totalitarian government				

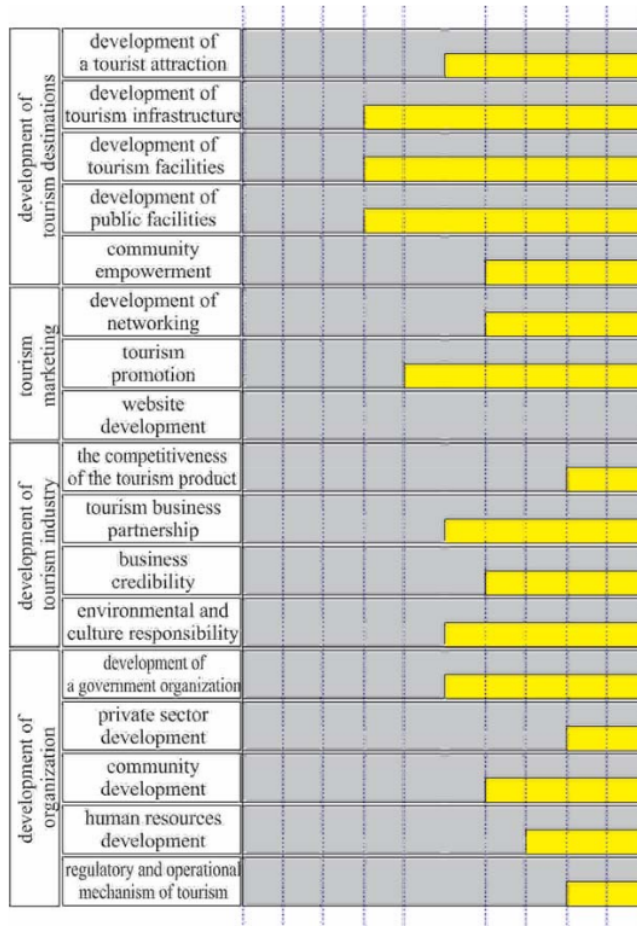
Architectural style

According to the Regulation of the Minister of Public Works No. 06 / PRT / M / 2007 on General Guidelines for Building Management Plan and Environmental, community participation of Bejiharjo Village includes:

- a.As a labor; the community contribute themselves as workers in the process of environmental regulation/region.
- b.As the initiator; in this role the community proposed initial proposal about the possible arrangement of the building and the local environment.
- c.As the cost benefactor; in the role of the communities share responsibility for financing the activities of the arrangement.
- d.As the decision maker; in this role the community are getting involved in all decision-making process since the beginning of the project so that it meets the needs of the local communities.

The concept of the level of participation is used to observe the level of community participation on the provisions of the role specified in applicable legislation, in this case the spatial plan (World Tourism Organization, 2004). In the concept of the arrangement and development of space tourism in the village of Bejiharjo, it appears that the public has had the degree of citizen power (Figure 3). The structure and development of tourism area in Bejiharjo village conceptually has been able to give a role to the community to participate in it actively.

Figure 3. Link and match of the contribution role between the society and the government in tourism development activities in the village of Bejiharjo



Information:

- : Community contribution
- : Government contribution

This shows that the shape of the arrangement and development of tourism area in Bejiharjo village has positioned people as the power holder to control their implementation. Still, there are possibilities of occurring role in the form of tokenism. If this is not well addressed carefully, the non-participation opportunities may also occur.

In accordance with the direction of national tourism development in 2010 up to 2025 as stated in the National Tourism Development Master Plan (Government Regulation No. 50 of 2011), tourism development includes several activities namely:

a. Tourism development destinations, including the construction of a tourist attraction, infrastructure development, construction of public facilities, the construction of tourism facilities as well as integrated and sustainable community empowerment

b. Tourism marketing. Joint tourism marketing and sustainable and integrated tourism marketing involving all stakeholders as well as marketing and is responsible for building the image of Indonesia as a competent tourism destination

c. The development of the tourism industry. The construction of the structure (functions, hierarchies, relationships) tourism industry, the competitiveness of tourism products, tourism business partnership, business credibility, and responsibility for the natural environment and the socio-cultural

d. Institutional development, including the development of government organizations, local governments, private and public, human resource development, regulatory and operational mechanisms in the field of tourism  
Tourism development activities in the village area of Bejiharjo involves the community, the government and the private sector. As for the link and match contributions, especially between the public and the government in this activity we can see it in Figure 3.

The division of roles in spatial planning activities have led to the following results.

a. Harmonization of spatial planning arrangements

Community involvement in setting the arrangement of space bear on the accommodation of the aspirations of the people in these activities. Furthermore, the success of community involvement shows the accommodation of the values of local wisdom in the context of spatial planning. This is a realization of the government program, in particular the Government Regulation No.15 Year 2010 on the Implementation of Spatial Planning, in Article 45, governing the preparation and adoption of spatial planning strategic region. It states that the structuring strategic of the areas is undertaken to develop, preserve, protect and / or coordinate the integration of development strategic value of the region in support of spatial planning. It also mentioned the criteria of strategic areas from the point of social and cultural interest as follows:

- 1) the place of preservation and development of customs or culture;
- 2) the priority of improving the social and cultural aspect;
- 3) the assets that must be protected and preserved;
- 4) the place of cultural heritage protection;
- 5) the provision of refuge for the cultural diversity; and
- 6) the potential vulnerability to social conflict.

With the existence of this regulation it is expected that the local wisdom which becomes part of the cultural aspects can be accommodated in the implementation of spatial planning.

b. Harmonization of the coaching aspect of spatial planning

Based on the Law on Spatial Planning, development of spatial planning is to improve the performance of spatial planning organized by the Government, local government, and the society. Development of spatial planning needs to be done by central and local governments. In the context of development, it is necessary to apply technical guidance and technical assistance to the role and position of local wisdom in addressing globalization and in dealing with various issues disasters and environmental degradation.

The efforts to harmonize local knowledge of the coaching aspect of spatial planning can take the form of community involvement. In this case, the involvement of community leaders or through the Secretariat of the Tourism business in the dissemination and implementation of legislation in the field of space arrangement has worked very well in regard to development activities in the village of Bejiharjo. Utilization of discussion forums or social organizations in the framework of a public consultation process during the planning, utilization, and control of effective utilization of tourism area indicates the occurrence of harmonization of local wisdom with coaching aspect.

c. Harmonization of the implementation aspects of spatial planning

Based on the Law on Spatial Planning, the implementation of spatial planning is the achievement of the objectives of spatial planning through the implementation of spatial planning, space utilization, and control of the utilization of space. The spatial planning that includes a plan structure and pattern of spaces should pay attention to cultural aspects, such as the presence of strategic areas and regional heritage / culture. Each spatial planning needs to conduct a survey on local knowledge or culture associated there which will determine the shape of spatial planning regulation.

In the implementation of spatial planning in Bejiharjo tourism village, people are involved in the whole process. This shows that the community take an important part of the culture involved in spatial planning.

d. Harmonization of supervisory aspects of spatial planning

Harmonization of local knowledge on aspects of monitoring is carried out by the Government and local governments of the related authority. In tourism development activities in the village of Bejiharjo, the role of the community is involved in this case. The public figures know better about the local knowledge so that they can give input on what can be harmonized into spatial planning regulations. The society, through the Tourism Secretariat business is engaged in the act of monitoring, evaluation and reporting; the scope of spatial planning

in the supervisory activities. This practice is in accordance with the implementation of the Law on Spatial Planning in article 55.

### Acknowledgement

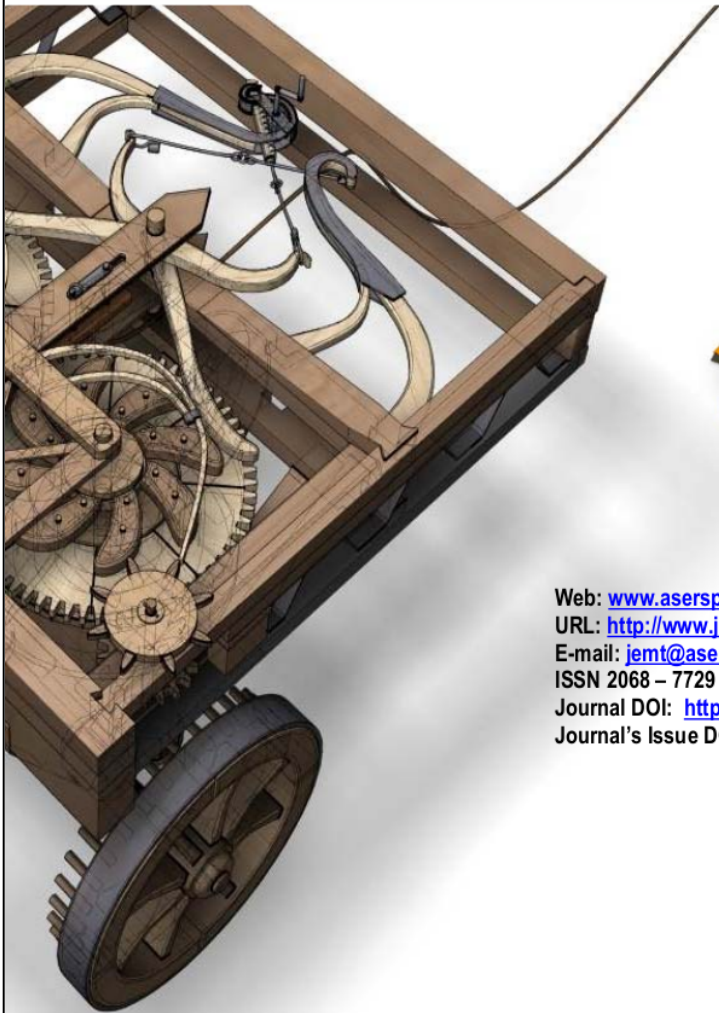
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GENERAL COMMENTS

**Instructor**

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