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Agenda setting in the Establishment and Management of Green Kayen as a Tourist Destination in Condongcatur Village

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ABSTRACT

This research examines the agenda setting for the establishment and management of Green Kayen as a tourist destination in Condongcatur sub-district, Kapanewon Depok, Sleman, Yogyakarta Special Region. The research focuses on the situation of Green Kayen tourism by identifying the main issues such as environmental problems, infrastructure needs and tourism economic potential, as well as looking at the involvement of various stakeholders in the formation and management of Green Kayen tourism. This research uses qualitative methods with data collection techniques through observation, interviews and documentation. Data analysis techniques used data reduction, data presentation, data validation, and conclusion drawing. The results showed that the dynamics of relationships between actors, especially between the Kalurahan Government, Pokdarwis, and Bumkal, and the community significantly influenced the agenda setting process. The Village Government is more dominant in strategic policy-making, while Pokdarwis is less involved in the process, so it is necessary to strengthen collaboration between actors and more inclusive management to support the sustainability of Green Kayen as a tourist destination in Condongcatur Village.

Keywords: Agenda setting; Government; Policy; Tourism Destination.

ABSTRAK

Penelitian ini mengkaji tentang agenda setting pembentukan dan pengelolaan Green Kayen sebagai destinasi wisata di Kalurahan Condongcatur, Kapanewon Depok, Sleman, Daerah Istimewa Yogyakarta. Penelitian berfokus pada situasi wisata Green Kayen dengan mengidentifikasi isu utama seperti masalah lingkungan, kebutuhan infrastruktur dan potensi ekonomi wisata, serta melihat keterlibatan berbagai stakeholders dalam pembentukan dan pengelolaan wisata Green Kayen. Penelitian ini menggunakan metode kualitatif dengan teknik pengumpulan data melalui observasi, wawancara serta dokumentasi. Teknik analisis data menggunakan reduksi data, penyajian data, validasi data, dan penarikan kesimpulan. Hasil penelitian menunjukkan bahwa dinamika hubungan antar aktor, khususnya antara Pemerintah Kalurahan, Pokdarwis, dan Bumkal, dan masyarakat mempengaruhi jalannya proses agenda setting secara signifikan. Pemerintah Kalurahan lebih dominan dalam pengambilan kebijakan strategis, sementara Pokdarwis kurang dilibatkan dalam proses tersebut, sehingga perlu penguatan kolaborasi antaraktor dan pengelolaan yang lebih inklusif untuk mendukung keberlanjutan Green Kayen sebagai destinasi wisata di Kalurahan Condongcatur.

Kata kunci: Agenda setting, Pemerintah, Kebijakan, Destinasi Wisata

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INTRODUCTION

Indonesia is known as an archipelagic country that has abundant natural resources and stunning natural panoramas in various regions. In the context of tourism development, the role of local governments, especially at the village level, is very crucial. Villages have an important role in encouraging regional progress through the optimization of their local potential. One of the main potentials that can be developed is the beauty of nature and the wealth of resources that are still very natural. (Hadji, A., et al. 2017) Therefore, the management of this potential by the village is essential.

Currently, villages in Indonesia are the focus of economic development through the tourism sector. More than that, the village also has a strategic position as a determinant of the direction of sustainable development. (Arlinasari, & Yuanjaya. 2023) The development of the tourism sector not only has an impact on economic growth, but also contributes to social, cultural, and environmental development. Therefore, the management of natural tourist destinations must be carried out wisely by paying attention to the sustainability and welfare of all parties involved, including the village government, local communities, and visitors.

Tourist destinations that grow in the village can encourage closer relationships between villagers and tourists. The tourism potential of the village has the opportunity to become an agent of change in inclusive development, by involving various aspects of people's lives and improving their quality of life. In addition, tourist destinations are also a means to promote and preserve local cultural heritage and traditions of high value. To achieve this, sustainable management is needed while maintaining the balance and preservation of the natural environment.

Natural tourism is one of the important assets for the village. This is in line with Law Number 6 of 2014 concerning Villages which states that villages have the right and authority to manage and develop their potential. The central government through the Village Law provides space for villages to be independent and empowered through optimal management of local assets.

In the framework of national development, villages have a strategic position, especially in the management of tourism based on local potential. One example of such a local initiative is Green Kayen, which is located in Padukuhan Kayen, Condongcatur Village, Sleman Regency, Special Region of Yogyakarta. This destination utilizes the potential of the river and the surrounding environment as a tourist attraction. However, the management of Green Kayen still faces various challenges, such as the lack of community

participation, the lack of comprehensive involvement from stakeholders, and the emergence of conflicts of interest in the policy formulation process. (Bobsuni. 2021)

Although the Kalurahan Government has appointed the Nyawiji Village-Owned Enterprise (Bumkal) as the tourism manager, its performance is considered not to be optimal by the community and the Tourism Awareness Group (Pokdarwis). So far, Bumkal and Pokdarwi have not coordinated. One of the main obstacles is the lack of official permission from the Village to Pokdarwis to establish cooperation with external parties. This problem shows that there is an inconsistency in setting the development agenda, especially in terms of the involvement and role of each actor who should be able to strengthen each other in the process of sustainable village tourism development.

The process of forming and managing Green Kayen is in line with the agenda setting in public policy. (Andwi, Darumurti, etc. 2017) This process involves the process of determining issues, priorities, and decision-making in public policy inseparable from the tug-of-war between the interests of the actors involved. (Verawati. 2015) This research departs from the question of how the agenda setting process in the formation and management of Green Kayen as a tourist destination in Condongcatur Village. By tracing the dynamics of the flow of problems, policies, and politics that affect the process, it is hoped that important points can be found in building inclusive and sustainable collaboration for local community-based destination management. Therefore, this study aims to describe the agenda setting in the formation and management of Green Kayen tourism, as well as to find out what factors hinder and support the development of Green Kayen tourist destinations.

THEORETICAL

This research is built on a theoretical framework that combines four main concepts, namely government and government, public policy, *agenda setting*, and tourism.

First, the concept of government and government explains the structure and process of conducting public affairs within the framework of the state. (Aspuan & Nugraha. 2022) The government is an institution that has the authority to regulate society, while the government covers the entire process of state management, including the implementation of policies and public services. Dahiri, (2020) explained that government is an organization of people who have power who have a purpose in how humans are ruled. Government as a state organization that shows and exercises power. Meanwhile, Makalew et al., (2021) explain that the government is also the most common member unit and has a certain

responsibility to maintain the system that encompasses it and the practical monopoly that concerns its power.

In the context of Condongcatur Village, the local government structure plays an important role in determining the direction of regional management, including the management of tourist destinations. First, the concept of government and government explains the structure and process of conducting public affairs within the framework of the state. The government is an institution that has the authority to regulate society, while the government covers the entire process of state management, including the implementation of policies and public services.

Second, public policy is understood as a series of decisions taken by the government to address public problems. This policy is not only limited to active actions, but also includes the decision not to act (Thomas R. Dye and Inu Kencana Syafiie in Tahir, (2018). In tourism management, public policy is an important instrument in determining directions, strategies, and regulations that will be used by all stakeholders. (Wahyuningtiyas & Iskandar. 2023)

Third, the concept of agenda setting is the main key in this study. According to John W. Kingdon's theory, agenda setting is a process by which various issues are identified, prioritized, and then brought to the attention of policymakers. Kingdom stated that there are three streams in this process, namely the problem stream, the policy stream, and the political stream. The three must meet in a "policy window" so that the issue can be raised as the government's official agenda (Aswari et al., 2017).

According to William Dunn in (Aswari et al., 2017) agenda setting is a process in which there is a space that can interpret what is called a public issue and a public agenda, if an issue has become a public issue, and get the top priority in the public agenda. Then the issue gets more public resource allocation than other issues.

Alfina Faradisa Karin et al., (2022) agenda setting is a very strategic stage and process in the reality of public policy. On the other hand, agenda setting is also defined as an activity that makes public issues a policy problem (Maman & Kartini, 2016). Agenda setting provides an opportunity to understand and give meaning to public issues and determine priorities in the public agenda that is being debated. When an issue is successfully recognized as a public issue, it has the right to be followed up and get the allocation of major resources. Agenda setting is a process in which certain issues are raised and prioritized in public discourse, so that these issues are considered important and require attention from the government and the community (Maman & Kartini, 2016)

Fourth, tourism, especially natural tourism, is seen as a strategic sector in village development. Tourism not only has an economic impact, but also plays a role in preserving culture, the environment, and empowering the community. According to Pitana (2007), tourism is a multi-complex system with various aspects that are interrelated with each other, and affect each other. According to Wahab (2008), tourism is a new type of industry that can be able to generate economic growth and is relatively fast in providing jobs (Takome et al., 2021).

RESEARCH METHODS

This study uses a qualitative descriptive approach to explore in depth the *process of agenda setting* in the formation and management of Green Kayen tourist destinations. This approach was chosen because it is able to explore social phenomena holistically in a natural setting and focuses on the meanings constructed by the actors involved ((Sugiyono, 2013-2017).

The location of the research was determined at the Green Kayen tourist destination, which is located in Padukuhan Kayen, Condongcatur Village, Kapanewon Depok, Sleman Regency, Special Region of Yogyakarta. This location was chosen because it is an area that is pioneering natural tourism management and faces various dynamics in its management.

The data collection techniques used include observation, interviews, and documentation. Observations were carried out to directly observe field conditions and the dynamics of interaction between actors. In-depth interviews are used to dig into information from key sources flexibly and openly, while documentation is used to supplement the data with written and visual information. The data analysis technique follows the interactive model from Miles and Huberman which includes three stages: data reduction, data presentation, and conclusion drawing (Sugiyono, 2017).

RESULTS AND DISCUSSION

Green Kayen as a Tourist Destination

Green Kayen tourism is the result of a collective initiative of the community, especially the youth of Padukuhan Kayen, Condongcatur Village. This area used to be an empty land on the outskirts of the Boyong River which was filled with bushes and has not been used productively. The initiative to establish a tourist area emerged around 2017, coinciding with the traditional activities of padusan ahead of the month of Ramadan carried out by local youth.

The youth involved in the activity noticed the existence of a water fountain at the Boyong dam which resembled a waterfall. This natural phenomenon sparked their awareness of the tourism potential possessed by the surrounding environment. They began to imagine the area as a natural tourist space that could be developed for the public benefit. This idea was then conveyed to community leaders and RT/RW officials as a form of social support mobilization.

The positive response from the local social structure encouraged the youth to continue communication with the Condongcatur Village Government. The Kalurahan government responded well and provided support in the form of legality and initial facilities. The process of regional development begins with cleaning activities, land leveling, and regional arrangement which is carried out in mutual cooperation. This activity shows the high level of community participation in creating positive social change.

In a short time, the Green Kayen area underwent a significant transformation. The land that was originally unmanaged has been transformed into an open space equipped with a garden, gazebo, walking paths, and educational facilities. The Kalurahan Government also donated facilities such as pavilions, prayer rooms, and public bathrooms, which are an important part of supporting the comfort of visitors.

Green Kayen Tourism was officially opened to the public in 2018. Since then, this area has become widely known as one of the natural tourist destinations in the Sleman area. The existence of this destination has a positive impact, both in terms of social, economic, and environmental aspects. The community began to feel the immediate benefits in the form of an increase in the number of visits, small economic activities, and new social spaces for cultural and educational activities.

The establishment of Green Kayen reflects a community-based development approach that prioritizes local creativity, social collaboration, and institutional support. The process of its formation was not only based on formal projects from the government, but was also the result of social dialogue and the organization of a strong grassroots community. Thus, the history of the formation of Green Kayen tourism is a clear example of the implementation of *the agenda setting approach* at the local level. The community's collective awareness in seeing the potential of the environment, plus the right institutional support, is an ideal combination in realizing tourist destinations that are rooted in local values and oriented towards sustainability.

Green Lantern Tourism Problem Stream

In the context of the formation of Green Kayen tourism, the flow of problems includes a series of problems that are of concern to the community and stakeholders before the birth of concrete policies. These problems include poorly maintained environmental conditions, lack of supporting facilities, and low public awareness of local tourism potential. These issues then become the subject of discussion and deliberation, which ultimately form the basis for consideration in determining the initial steps in the development of tourist areas.

One of the prominent problems is the absence of representative regional arrangement even though there is prominent natural potential such as the grojokan from the Boyong River flow. This grojokan has a shape that resembles a waterfall and has long been a gathering place for young people to bathe or relax. However, the area does not have adequate supporting infrastructure or management systems, so it is only a place for informal activities.

Environmental problems are also one of the main issues in the flow of problems. The existence of household waste that is carried away by the river current and accumulates around the grojokan worsens the aesthetics of the area. This condition encourages local communities, especially youth groups, to initiate clean-up activities and campaign for environmental conservation. This initiative is the initial part of efforts to transform the Green Kayen area into a tourist space.

The economic limitations of the surrounding community are also part of the flow of problems that encourage tourism management. Many residents depend on income from the informal sector, so the presence of tourist destinations is expected to be able to create new economic opportunities. However, in the early stages, tourism management has not produced a significant economic impact because it is still limited to occasional visits and there has been no development of supporting businesses such as culinary or souvenirs.

In addition, the lack of coordination between residents and the lack of formal institutions in area management are obstacles in themselves. Tourism management initiatives have the potential to fail if they are not supported by a clear organizational system and a proportionate division of tasks. This situation encourages the formation of the Tourism Awareness Group (Pokdarwis) as a forum for coordination and joint management.

Thus, the flow of problems in the formation of Green Kayen consists of the accumulation of environmental, social, and infrastructure problems which ultimately trigger the emergence of the community's collective awareness to make changes. This

stream is an important foundation in understanding how *the agenda setting* is carried out by local communities in response to the real needs in their environment.

Green Kayen Tourism Policy Stream

The policy flow in Green Kayen tourism management reflects a shift from community initiatives towards the implementation of systematic and structured public policies. The Condongcatur Village Government plays an important role in formulating policy directions that accommodate the needs of the community and regional potential, as well as ensuring the sustainability of development based on local potential. This process began with the recognition of the existence of Green Kayen tourism as a strategic village asset in the tourism sector.

The Kalurahan Government's policies are focused on two main approaches, namely short-term and long-term. In the short term, priority is directed to improving basic and security facilities, such as street lighting, safety fences on the riverbanks, and improving road access to tourist sites. Meanwhile, the long-term is directed at the management of Green Kayen as an educational tourism village based on local culture. This is in line with the vision of sustainable tourism management that prioritizes the values of environmental conservation and community empowerment.

Training for tourism managers is a significant policy strategy. The Kalurahan Government facilitates training in tourism services, guides, and digital marketing. The goal is to create tourism managers who are professional and adaptive to technological developments and the preferences of today's tourists. This training also aims to form tourism awareness attitudes among the community so that they can play an active role in maintaining and managing destinations in a sustainable manner.

Another policy strategy is the management of information technology-based tourism promotion. The Kalurahan Government encourages the use of social media, websites, and collaborations with content creators to expand the reach of promotions. In addition, policies regarding the implementation of cultural and educational events in tourist areas are also part of promotions that prioritize local wealth.

Policy support from the village also includes improving the quality of tourism services through the construction of child- and family-friendly facilities, as well as the provision of environmental educational rides. With this facility, it is hoped that tourist visits will be more interactive and provide educational added value, while extending the duration of visitors' stay in tourist areas.

Green Tourism Political Stream

The political flow in the formation and management of Green Kayen tourism cannot be separated from the support and active participation of the stakeholders involved. Political power at the local level, especially the role of Condongcatur Village and community groups, is an important factor in shaping the legitimacy and policy direction of the management of this tourist destination. A participatory and collaborative decision-making process is a characteristic of the approach used. (Lestari. 2022)

Condongcatur Village plays a dual role as a facilitator and regulator in the management of the Green Kayen tourist area. The Kalurahan Government is actively collaborating with various parties, ranging from the tourism office, local communities, academics, to business actors. This collaboration shows an inclusive approach to tourism development, where the government is not the only dominant actor, but opens up space for participation for all elements of society.

In addition to the village, youth groups that are members of the Youth Organization and the Tourism Awareness Group (Pokdarwis) are important actors in local political dynamics. They not only play a role in the execution of field activities, but are also active in the planning and decision-making process. This reflects the application *of the principle of community-based tourism*, where local communities are not only beneficiaries, but also designers of tourism development direction.

In practice, important decisions related to the organization of events, facility development, and division of roles are made through joint deliberations. Deliberation is carried out openly, both through face-to-face meetings and digital discussions through platforms such as WhatsApp groups. This process reflects the democratic and participatory culture that lives in the Padukuhan Kayen community, and is a social force in maintaining the sustainability of tourism management.

The harmonious relationship between stakeholders is also reflected in the existence of cross-sector synergy in supporting the sustainability of Green Kayen. For example, promotion and training activities are not only organized by the Kalurahan, but also by external partners such as universities and related agencies. This shows that Green Kayen's success does not stand alone, but is built on the basis of strong collaboration and collective awareness between parties.

In terms of policy, political support is shown through budget allocation, policies to strengthen tourism village institutions, and the establishment of community empowerment programs. Kalurahan also supports the creation of a local institutional system that is transparent, accountable, and adaptive to change. This shows that the political aspect in the management of Green Kayen is not only administrative, but also ideological in supporting village independence.

Thus, the political flow in the management of Green Kayen tourism emphasizes the importance of support and active involvement from various stakeholders in creating sustainable governance. Collaboration between the community, the government, and external partners is a strong foundation for destination management that is not only economically feasible, but also socially just and environmentally sustainable. This makes Green Kayen an example of good practices in the development of democratic and inclusive community-based tourism.

Inhibiting and Supporting Factors

The management of Green Kayen tourism is inseparable from a number of supporting factors that contribute positively to its sustainability and growth. One of the main supporting factors is the availability of basic infrastructure built through collaboration between the Kalurahan Government and the local community. Infrastructure such as road access, gazebos, pavilions, prayer rooms, and public toilets are vital components in supporting the comfort of visiting tourists.

In addition to physical infrastructure, the support of local human resources is also an important aspect in the management of Green Kayen tourism. The Kalurahan Government has provided training to increase the capacity of tourism managers, starting from visitor services, to the use of digital media for promotion. This capacity building aims to create professional and service-oriented management that is friendly and quality.

Another significant supporting factor is the promotion carried out through social media and local events. The Kalurahan government is actively utilizing digital platforms to introduce Green Kayen to a wider audience. Activities such as cultural festivals and art performances are also an attraction in itself, as well as strengthening local cultural identity in the midst of tourism activities.

The active participation of the community, especially youth, in the development and maintenance of the area is also a strong social capital. The tradition of mutual cooperation that is still alive in the Padukuhan Kayen community encourages the creation of a positive climate of cooperation. The existence of Pokdarwis as a tourism management organization is also a means of effective coordination between residents and stakeholders.

However, the management of Green Kayen tourism also faces various challenges or inhibiting factors that cannot be ignored. One of the main obstacles is the limited budget in financing the management of facilities and tourism support programs. Although there is assistance from village funds and funds, the scale of the assistance is still limited and has not been able to answer all the needs of the area management optimally.

Another obstacle is the lack of optimal promotion outside the village or the low capacity of human resources in tourism management. Local communities are mostly still playing the role of technical implementers and have not been fully involved in the strategic planning process. This has an impact on the lack of innovation in the management of tourism products that can attract more tourists and extend their stay.

In addition, competition with other tourist destinations in the Sleman area is also a challenge in itself. Some tourist areas already have more established infrastructure and promotion, so Green Kayen must continue to innovate to maintain its competitiveness. For this reason, a differentiation strategy based on local strengths is needed, such as the management of educational tourism, ecotourism, and typical culinary that has not been offered by many other destinations.

Therefore, the supporting and inhibiting factors in the management of Green Kayen tourism interact with each other and determine the success of the programs carried out. Increasing the effectiveness of supporting factors and strategically overcoming obstacles is an important step in realizing a destination that is not only visually beautiful, but also institutionally strong and impactful for the surrounding community.

CONCLUSION

Thus, this study concludes that the management of Green Kayen tourism in Condongcatur Village is an initiative of the community, especially youth, who see the potential of the Boyong River dam as a tourist attraction. This initiative then received support from the Kalurahan Government which was facilitated in the form of training, basic infrastructure, and digital promotion. The process of forming Green Kayen reflects a bottom-up approach, where the community plays an active role from planning to management. However, in practice, the role of the Kalurahan Government is more dominant in strategic decision-making, such as through the Nyawiji Village-Owned Enterprises (Bumkal), which is appointed as a formal manager.

From the perspective of *agenda setting*, the *problem stream* arises from the initial condition of unmanaged land, limited infrastructure, and untapped natural potential.

Meanwhile, the *policy stream* still does not fully integrate the management of Green Kayen into long-term planning documents. From the political stream, the role of stakeholders is quite strong but has not been optimally coordinated, especially in terms of role sharing and the preparation of joint institutional schemes.

Supporting factors for the management of Green Kayen include natural potential, youth participation, and government support. Meanwhile, the inhibiting factors include budget limitations, lack of human resource capacity, lack of promotion, and the lack of development of tourism-based local community economic businesses. Tourism activities have also not had a significant impact economically, as can be seen from the lack of development of the culinary sector and micro businesses around the tourist area.

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