

Analysis of the synchronization between the 2021–2026 RPJMD of Sleman Regency and the 2021–2026 strategic plan of the Sleman Regency Tourism Office

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Abstract

Purpose – This study aims to analyze the vertical synchronization between the Sleman Regency Medium-Term Development Plan (RPJMD) and the Sleman Regency Tourism Office's Strategic Plan for 2021–2026, specifically regarding tourism attraction development.

Methods – This study employed a descriptive qualitative approach with literature review techniques and textual-normative documentation sourced from the Sleman Regency RPJMD and the Sleman Regency Tourism Office's Strategic Plan for 2021–2026.

Findings – The results indicate strong vertical synchronization between the two documents. The RPJMD positions tourism as part of creative and innovative economic development, while the Tourism Office's Strategic Plan translates this more specifically into goals of increasing the tourism sector's contribution to Regional Original Income, targets to increase the competitiveness of the tourism sector, and strategies to optimize regional potential and tourist attractions.

Implication – The results of this study can serve as evaluation material to strengthen the continuity of tourism planning between the regional and local levels.

Originality – This research contributes to strengthening the study of synchronization of regional tourism development planning policies through an analysis of the integration of planning documents across levels of regional government.

Abstrak

Tujuan – Penelitian ini bertujuan untuk menganalisis sinkronisasi vertikal antara Rencana Pembangunan Jangka Menengah Daerah (RPJMD) Kabupaten Sleman dan Rencana Strategis Dinas Pariwisata Kabupaten Sleman Tahun 2021–2026, khususnya dalam pengembangan daya tarik wisata.

Metode – Penelitian ini menggunakan pendekatan kualitatif deskriptif dengan teknik kajian literatur dan dokumentasi secara tekstual-normatif yang bersumber dari RPJMD Kabupaten Sleman dan Renstra Dinas Pariwisata Kabupaten Sleman tahun 2021–2026.

Temuan – Hasil penelitian menunjukkan bahwa sinkronisasi vertikal antara kedua dokumen tergolong kuat. RPJMD menempatkan pariwisata sebagai bagian dari pembangunan ekonomi kreatif dan inovatif, sedangkan Renstra Dinas Pariwisata menerjemahkannya secara lebih spesifik ke dalam tujuan peningkatan kontribusi sektor pariwisata terhadap Pendapatan Asli Daerah, sasaran peningkatan daya saing sektor pariwisata, serta strategi optimalisasi potensi daerah dan daya tarik wisata.

Implikasi – Hasil penelitian ini dapat menjadi bahan evaluasi untuk memperkuat kesinambungan perencanaan pariwisata antara tingkat daerah dan perangkat daerah.

Orisinalitas – Penelitian ini berkontribusi pada penguatan kajian sinkronisasi kebijakan perencanaan pembangunan pariwisata daerah melalui analisis keterpaduan dokumen perencanaan lintas level pemerintahan daerah.

Introduction

The Regional Medium-Term Development Plan (RPJMD) is a five-year regional development planning document prepared as an elaboration of the vision, mission, and programs of the regional head. The RPJMD is rooted in Law Number 25 of 2004 on the National Development Planning System, which positions planning as an integrated framework for national development procedures while emphasizing the importance of integration, interconnection, and consistency among planning documents (Pemerintah Republik Indonesia, 2004). This provision is reinforced by Law Number 23 of 2014 on Regional Government, which places the RPJMD as a strategic instrument for regional governance over a five-year period, and is further elaborated technically through Minister of Home Affairs Regulation Number 86 of 2017 (Pemerintah Republik Indonesia, 2014, 2017b). At the regional level, its operational legal basis is stipulated in Regional Regulation of Sleman Regency Number 3 of 2021 concerning the 2021–2026 RPJMD of Sleman Regency, while its sectoral elaboration is set out in the strategic plans of regional apparatus organizations, including the 2021–2026 Strategic Plan of the Sleman Regency Tourism Office, which contains tourism development policies, strategies, programs, targets, and performance indicators (Pemerintah Kabupaten Sleman, 2021). The relationship between the RPJMD and the Strategic Plan is not merely administrative, but rather substantive, reflecting the relationship between the direction of regional development and the technical instruments of its implementation (Altas, 2023).

Law Number 23 of 2014 provides the general legal framework for the distribution of regional governmental affairs, including tourism and culture (Pemerintah Republik Indonesia, 2014). In Sleman Regency, these affairs are administered by separate regional apparatus organizations. Because this study examines the Strategic Plan of the Sleman Regency Tourism Office, the analysis is limited to tourism planning. Cultural resources are discussed only insofar as they support tourist attraction development. Law Number 10 of 2009 on Tourism explains that tourism may be understood as travel activities supported by facilities, services, and policies intended to encourage visits, tourism experiences, and regional economic contribution (Pemerintah Republik Indonesia, 2009). Meanwhile, cultural advancement is addressed in Law Number 5 of 2017, which explains that culture refers to the values, expressions, heritage, traditions, and creative works of society that form regional identity (Pemerintah Republik Indonesia, 2017a). Although the two may be distinguished conceptually, in regional governance practice tourism and culture are often positioned in an integrated manner because culture constitutes one of the main assets in the development of tourist attractions.

Law Number 25 of 2004 on the National Development Planning System explicitly affirms that the planning system is intended to support coordination among development actors and to ensure the creation of integration, synchronization, and synergy across regions, spaces, timeframes, government functions, and between the central and regional governments. Atas (2023) emphasizes that the synchronization of the RPJMD and the Strategic Plan in Karawang Regency can be seen in the aspects of strategic issues, objectives, targets, strategies, and policy directions. Setyawan and Tjenreng (2025) also show that the alignment of vision, mission, objectives, targets, strategies, and policies is important for budget efficiency, program integration, and performance accountability, although differences in implementation and resource allocation may still occur.

Based on previous studies, this research defines vertical synchronization as the substantive alignment between the 2021–2026 RPJMD of Sleman Regency and the 2021–2026 Strategic Plan of the Sleman Regency Tourism Office across five analytical dimensions: strategic issues, objectives, targets, strategies, and policy directions. These dimensions show whether the sectoral Strategic Plan maintains and specifies the tourism policy direction established in the regional macro-planning document. These indicators are relevant because they can show whether the regional macro document is genuinely translated into a measurable sectoral agenda (Hidayat, 2024).

From an international perspective, policy synchronization may be understood as a multidimensional process of policy integration. Candel and Biesbroek (2016) explain that policy integration is a process of policy and institutional change that does not always occur simultaneously and may be analyzed through four main dimensions, namely policy frame, subsystem involvement, policy goals, and policy instruments. Cejudo and Trein (2023) further explain that policy integration is a political process requiring coordination among actors and institutions across subsystems, a

combination of policy instruments from various sectors, and consistency in implementation and evaluation. This framework provides a broader context for understanding policy integration across planning levels. However, the present study limits its empirical assessment to document-level alignment in strategic issues, objectives, targets, strategies, and policy directions.

Globally, the issue of planning synchronization is becoming increasingly important because the tourism sector operates in a dynamic, competitive environment that is vulnerable to external shocks. UN Tourism reports that in 2024 the number of international tourist trips reached approximately 1.4 billion, returning close to pre-pandemic levels, indicating that tourism has once again become a driver of economic recovery, job creation, and regional competitiveness (UN Tourism, 2025). At the national level, Indonesia's tourism development orientation is also directed toward competitiveness, sustainability, and strengthening regional value added, thereby requiring local governments to formulate strategies that align macro-level and sectoral documents (Kementerian Pariwisata dan Ekonomi Kreatif Republik Indonesia, 2020). From this perspective, synchronization between the RPJMD and the Strategic Plan is important because a consistent relationship between the two may support the translation of the regional development vision into measurable sectoral programs.

This issue is particularly relevant to Sleman Regency, one of the main tourist destinations in the Special Region of Yogyakarta. Based on data from the Central Statistics Agency of Sleman Regency, the number of visitors to tourist attractions in Sleman in 2023 reached 6,697,930 visits, while statistics from the Sleman Regency Tourism Office also recorded the continued movement of international and domestic tourist visits shaping the local economic structure (Badan Pusat Statistik Kabupaten Sleman, 2024b). On the other hand, the 2021–2026 Strategic Plan of the Sleman Regency Tourism Office confirms that the indicator of the number of tourists visiting Sleman experienced pressure during the pandemic period, meaning that the sector's recovery requires strategies that are not only ambitious but also synchronized with regional development priorities (Dinas Pariwisata Kabupaten Sleman, 2021). This condition shows that tourism planning in Sleman cannot be separated from the need for harmonization among RPJMD targets, agency strategies, and the implementation capacity of the bureaucracy and local stakeholders.

Previous studies show that synchronization among regional development documents can support policy consistency, although effective implementation also depends on coordination, resources, and stakeholder participation. Altas (2023) found alignment between the RPJMD and the Strategic Plan of the Karawang Regency Tourism and Culture Office in terms of strategic issues, objectives, targets, strategies, and policy directions, thereby providing a relatively coherent development framework. However, research in DKI Jakarta demonstrates that although there is alignment in the main objectives between regional planning documents and the tourism-creative economy strategic plan, challenges still arise in the synchronization of more specific programs, the integration of performance indicators, and resource allocation (Setyawan & Tjenreng, 2025). Similar findings also appear in the case of South Tangerang City, where document synchronization may look sound on paper but is not necessarily followed by effective implementation if cross-agency coordination and public participation remain weak (Hidayat, 2024). In other words, these studies confirm that synchronization is not merely a matter of matching document texts, but also of policy processes, meanings, and practices within the development bureaucracy.

Although studies on RPJMD and Strategic Plan synchronization are growing, an important research gap remains. Most previous studies tend to stop at identifying conformity in formal elements such as vision, objectives, targets, and programs. Far fewer have explored in greater depth how regional apparatus organizations understand synchronization, how the alignment process takes place, and how tensions between macro documents and sectoral needs are addressed in practice (Setyawan & Tjenreng, 2025). Yet a qualitative approach is especially relevant for understanding the processes of formulation, negotiation, interpretation, and the experiences of policy actors behind planning documents (Creswell, 2023). In the tourism context, this need is even stronger because the sector is cross-sectoral, involving communities, business actors, tourism villages, local culture, and rapidly changing market dynamics (Altas, 2023). Based on this gap, the study examines whether and how the Strategic Plan elaborates the tourism development direction established in the RPJMD at the document level.

Recent studies show that document alignment should be connected to broader planning processes. Rohmah et al. (2025) identify measurable performance indicators, budget clarity, institutional coordination, and adaptive monitoring as important supporting factors. Putra et al. (2025) emphasize the relationship between development priorities and budget allocation. These studies provide a basis for discussing the practical implications of synchronization, although the present study remains limited to the content of the RPJMD and the Strategic Plan.

Based on the above explanation, this study positions theories of regional development planning, policy synchronization, and public sector strategic management as the basis of analysis. The RPJMD is positioned as the macro regional development document, while the Strategic Plan is understood as a derivative document that must elaborate RPJMD priorities sectorally. Therefore, the analytical framework of this study focuses on five dimensions: strategic issues, objectives, targets, strategies, and policy directions. Through a qualitative approach, this study examines synchronization not merely as textual similarity, but as document-level policy elaboration between regional and sectoral planning documents. This study is expected to strengthen the discourse on the vertical synchronization of planning documents. It may also serve as evaluation material for the Government of Sleman Regency in strengthening consistency between the RPJMD and regional apparatus strategic plans in the tourism sector.

Previous studies show that the topic of synchronizing regional development documents is increasingly discussed, although the focus remains diverse. Altas (2023) examined the synchronization of the RPJMD and the strategic plan in Karawang Regency and found alignment in the formal elements of the documents. Hidayat (2024) showed that synchronization between the RPJMD and the Strategic Plan in South Tangerang is fairly optimal, but implementation has not gone well due to coordination challenges. Setyawan and Tjenreng (2025) found alignment of priorities between the Regional Development Plan and Strategic Plan in DKI Jakarta, but differences remain at the level of implementation and resource allocation. Putra et al. (2025) emphasize that synchronization between the RPJMD and APBD in Klaten has been reasonably well integrated, but still requires stronger coordination and faster fund distribution. Meanwhile, Rohmah et al. (2025) add a multi-level governance perspective through the pentahelix and MCDA-WDMA approaches. Nevertheless, there is both an empirical and theoretical gap: most of these studies emphasize the outcomes of formal conformity or cross-document policy integration, whereas studies specifically examining the synchronization of the 2021–2026 RPJMD of Sleman Regency with the 2021–2026 Strategic Plan of the Sleman Regency Tourism Office remain limited. In addition, few studies focus attention on the meaning of synchronization as a process of strategic elaboration in the context of regional tourism development based on local potential and the governance of regional apparatus organizations.

Based on the identified gap, this study aims to analyze vertical synchronization between the 2021–2026 RPJMD of Sleman Regency and the 2021–2026 Strategic Plan of the Sleman Regency Tourism Office. The analysis focuses on strategic issues, objectives, targets, strategies, and policy directions. This study contributes to regional planning literature by distinguishing direct textual correspondence from substantive policy elaboration in tourism planning documents.

Research Method

This study employs a descriptive qualitative approach using literature review and documentation techniques. It is structured in a textual-normative manner because the objective of the study is not to test hypotheses, but to gain an in-depth understanding of the substantive alignment between the 2021–2026 RPJMD of Sleman Regency and the 2021–2026 Strategic Plan of the Sleman Regency Tourism Office by examining the meaning, interrelationships, and consistency of the documents' textual content. Qualitative research is used to explore and understand meanings that individuals or groups ascribe to social or human problems, with emphasis on data interpretation, context, and inductive analysis (Creswell, 2023). In this study, the issue examined is the vertical synchronization between regional macro documents and regional apparatus strategic documents. Therefore, a descriptive qualitative approach is considered appropriate because it enables the researcher to interpret the content of policy documents systematically, narratively, and contextually. The primary data sources are the 2021–2026

RPJMD of Sleman Regency and the 2021–2026 Strategic Plan of the Sleman Regency Tourism Office, while supporting sources included laws and regulations, official government statistics and institutional databases, and relevant scholarly articles. These supporting sources were used to describe the tourism context and were not included in the vertical synchronization score.

Data collection involved four stages. First, the researchers identified sections of the RPJMD and the Strategic Plan that addressed tourism development and tourist attraction development. Second, the researchers extracted relevant statements and grouped them into five analytical dimensions: strategic issues, objectives, targets, strategies, and policy directions. Third, the researchers compared the content of the two documents to identify direct textual correspondence, substantive policy elaboration, partial correspondence, or the absence of correspondence. Fourth, the researchers recorded the comparison in a document-analysis matrix and interpreted the overall pattern of vertical synchronization. To preserve the traceability of the analysis, each extracted statement was linked to its original section in the source document. The researchers also rechecked the extracted statements, category assignments, and scores against the original documents before finalizing the comparison.

This study used a three-level analytical rubric to improve the transparency of the assessment. A score of 0 indicated weak or absent synchronization. This score applied when the Strategic Plan did not contain a corresponding element, contradicted the RPJMD, or showed no clear policy relationship. A score of 1 indicated partial synchronization. This score applied when both documents addressed a similar theme, but the relationship remained indirect, incomplete, or insufficiently supported by comparable objectives, targets, strategies, or policy directions. A score of 2 indicated strong synchronization. This score applied when the Strategic Plan directly adopted a formulation from the RPJMD or substantively elaborated the RPJMD mandate into a more specific sectoral policy without changing its main direction.

The analysis also distinguished between direct textual correspondence and substantive policy elaboration. Direct textual correspondence referred to identical or closely similar formulations in the two documents. Substantive policy elaboration referred to a situation in which the Strategic Plan translated a broad RPJMD mandate into a more specific tourism objective, target, strategy, or policy direction. Therefore, different wording did not automatically indicate weak synchronization when the two documents maintained the same policy logic and hierarchical relationship. The maximum score was 10 because the analysis covered five dimensions, with a maximum score of 2 for each dimension. The total score was converted into a percentage. A result below 40 percent indicated weak synchronization, a result between 40 and 79 percent indicated moderate synchronization, and a result between 80 and 100 percent indicated strong synchronization. The scoring system served as a structured qualitative aid rather than a statistical measurement. The researchers used it to make the interpretation more explicit, consistent, and traceable.

Table 1. Analytical Rubric for Assessing Vertical Synchronization

Score	Synchronization level	Assessment criteria
0	Weak or absent	The corresponding element is absent, contradictory, or unrelated to the policy direction in the RPJMD.
1	Partial	The documents address a similar issue, but the relationship is indirect, incomplete, or not supported by a clear hierarchical policy link.
2	Strong	The Strategic Plan directly adopts or substantively elaborates the RPJMD formulation while maintaining the same policy direction.

Source: Developed by the authors for this study.

Results and Discussion

This section focuses on the relationship between the 2021–2026 RPJMD of Sleman Regency and the 2021–2026 Strategic Plan of the Sleman Regency Tourism Office in order to assess the extent to which both documents demonstrate vertical synchronization, particularly in terms of strategic issues, objectives, targets, strategies, and policy directions from a textual-normative perspective. This clarification is important so that the analysis does not stop at mere textual similarity, but instead examines whether the Strategic Plan truly functions as a sectoral elaboration of the RPJMD

or merely reproduces regional policy formulations in an administrative sense. Accordingly, this section not only describes the degree of alignment between the two documents, but also provides a basis for assessing whether the observed synchronization reflects substantive planning consistency or simply formal conformity within regional development documents.

The Regional Medium-Term Development Plan (RPJMD) of Sleman Regency, 2021–2026

Regional Regulation of Sleman Regency Number 3 of 2021 states that the 2021–2026 Regional Medium-Term Development Plan of Sleman Regency is a five-year regional development planning document enacted through Regional Regulation of Sleman Regency Number 3 of 2021. If a regional government fails to prepare the RPJPD and RPJMD, members of the government are subject to administrative sanctions, including the suspension of financial entitlements for three months, as regulated by laws and regulations. The document emphasizes that the RPJMD functions as a guideline for regional apparatus organizations in preparing their strategic plans and as a reference for the regional government in preparing the annual RKPD. From the outset, the RPJMD was designed as a master document that translates the direction of regional development into sectoral documents of regional apparatus organizations, including the Strategic Plan. The Sleman RPJMD was also prepared as an integrated part of national planning, provincial regional planning, the RPJPD of Sleman Regency, and by taking into account its linkage with the spatial plan and other development documents. This shows that the preparation of the RPJMD does not stand alone, but is part of a planning system that requires vertical and horizontal consistency across documents.

In terms of regional development substance, the 2021–2026 RPJMD of Sleman Regency sets the following vision: “The realization of Sleman as a Shared Home that is Smart, Prosperous, Competitive, Respectful of Differences, and Guided by the Spirit of Mutual Cooperation.” This vision is translated into six development missions: creating good governance supported by technology to improve the quality of public services; improving the quality of human resources through quality and affordable education and health services; building a creative and innovative economy to improve welfare; strengthening community resilience in facing various threats and disasters; developing adequate facilities and infrastructure to support the realization of a smart regency; and strengthening a culture of mutual respect and the spirit of mutual cooperation within society.

Based on its vision and mission, the most relevant mission for the synchronization analysis is Mission 3, because the tourism sector is explicitly positioned as part of creative and innovative economic development. Tourism is directed through the strategy of optimizing the utilization of regional potential and tourist attractions, with policy directions that emphasize strengthening tourism based on the local economy, building synergy with leading potentials in other sectors, and promoting the region’s leading potentials. This orientation is consistent with the objectives of preparing the 2021–2026 RPJMD of Sleman Regency, which include formulating a general picture of regional conditions as the basis for identifying regional problems and strategic issues, setting development priorities for the next five years, and guiding regional apparatus organizations in preparing their 2021–2026 Strategic Plans. The RPJMD also aims to formulate an overview of regional financial management and the funding framework, translate the vision and mission of the Regent and Deputy Regent into regional development objectives and targets, establish priority programs with indicative budget ceilings and performance indicators, and define performance indicators for regional apparatus organizations and regional leaders as the basis for assessing the success of the regional government during the 2021–2026 period.

Another important finding from the RPJMD is that the tourism sector is positioned as an optional governmental affair that makes a tangible contribution to the regional economy. The RPJMD records that the number of tourist visits to Sleman increased from 5,323,685 people in 2016 to 10,378,118 in 2019, but then fell sharply to 4,250,119 in 2020 due to the COVID-19 pandemic. The RPJMD also records that the contribution of the tourism sector to Regional Original Revenue reached 27.42% in 2019, then declined to 8.84% in 2020. The document further emphasizes that tourism activities need to continue to be developed through the revitalization and development of tourism objects and attractions (ODTW), as well as the arrangement of supporting tourism facilities, so as to increase the number of tourists and their length of stay. This shows that in the RPJMD, the

issue of tourist attraction development is understood not merely as destination promotion, but also as strengthening amenities, destination quality, and local economic value added.

The 2021–2026 Strategic Plan of the Sleman Regency Tourism Office

The 2021–2026 Strategic Plan of the Sleman Regency Tourism Office was prepared as a regional apparatus planning document that explicitly serves as an elaboration of the RPJMD of Sleman Regency (Dinas Pariwisata Kabupaten Sleman, 2021). In the introduction, it is stated that tourism development is an integral part of, and at the same time a translation of, the RPJMD of Sleman Regency, and that the Strategic Plan contains tourism development policies, strategies, programs, performance targets, and performance indicators. The Strategic Plan document also emphasizes the relationship between the RPJMD and regional apparatus strategic plans and mentions the 2021–2026 Sleman RPJMD as one of the legal bases for its preparation. At the vision level, the Strategic Plan follows the regional vision, namely: “The realization of Sleman as a Shared Home that is Smart, Prosperous, Competitive, Respectful of Differences, and Guided by the Spirit of Mutual Cooperation.” At the level of objectives and targets, under Mission 3 the Strategic Plan establishes the objective of increasing the tourism sector’s contribution to Regional Original Revenue (PAD), with the target of improving the competitiveness of the tourism sector. The chosen strategy is to optimize the utilization of regional potential and tourist attractions, while its policies include strengthening tourism based on the local economy, synergy with leading potentials in other sectors, and promotion of the region’s leading potentials. This formulation shows that the Strategic Plan is not only aligned with the RPJMD, but also directly elaborates the strategic formulations contained in the parent document. The 2021–2026 Strategic Plan of the Sleman Regency Tourism Office was prepared to improve the quality of governance and public services, as well as to strengthen the implementation of performance accountability within the Tourism Office as part of its responsibility to achieve the vision, mission, objectives, targets, strategies, and regional development policies of Sleman Regency.

Strategic Issues

Sleman Regency offers a diverse range of tourist attractions, including cultural heritage sites, natural tourism on the slopes of Mount Merapi, man-made attractions, museums, and community-based tourism villages. One of its main anchors is Prambanan Temple, which has UNESCO World Heritage status and is known as a major Hindu temple complex built in the tenth century, thereby giving symbolic value as well as international competitiveness to tourism in Sleman (UNESCO World Heritage Centre, n.d.). This shows that Sleman already has a strong tourism market base, but at the same time still faces challenges in equalizing visitor flows across destinations. Data from the Central Statistics Agency of Sleman Regency used in this manuscript also show that the number of visitors to tourist attractions in Sleman in 2023 reached 6,697,930 visits, making the need to develop new attractions and strengthen the promotion of non-primary destinations increasingly relevant (Badan Pusat Statistik Kabupaten Sleman, 2024b). Sleman’s tourism potential can thus be understood not only from the large number of tourist attractions, but also from the combination of iconic destination strength and the opportunity for a more balanced distribution of visits.

In addition, Sleman Regency has a relatively strong foundation of community-based tourism through tourism villages. On the Jadesta platform (Jejaring Desa Wisata), the official digital platform of the Ministry of Tourism and Creative Economy that functions as a center of data, information, and community development for tourism villages in Indonesia, several tourism villages located in Sleman Regency are recorded, including Pentingsari Tourism Village and Pancoh Ecotourism, which are categorized as Independent, Sangurejo, which is categorized as Advanced, and Plempoh, which is categorized as Pioneer, indicating that the capacity of tourism villages in Sleman has developed at varying levels of readiness (Kementerian Pariwisata Republik Indonesia, n.d.-a, n.d.-b, n.d.-c, n.d.-d). In terms of amenities or supporting facilities for tourist destinations, the Central Statistics Agency of Sleman Regency recorded 75 star-rated hotels in 2023, dominated by 27 three-star hotels, indicating that accommodation capacity is relatively strong in supporting tourist mobility (Badan Pusat Statistik Kabupaten Sleman, 2024a). From an economic standpoint,

the Gross Regional Domestic Product value of the accommodation and food service sector in Sleman Regency reached IDR 6,794.23 billion in 2024, confirming that tourism and its supporting activities have real economic significance for the region (Badan Pusat Statistik Kabupaten Sleman, 2025). This potential is also strengthened by regional accessibility through Yogyakarta Airport, with IATA code YIA, which holds international-use status and reportedly served around 2.185 million passengers in 2025 according to the Directorate General of Civil Aviation (Direktorat Jenderal Perhubungan Udara, 2025). Therefore, the tourism potential of Sleman may be understood as a combination of strong attractions, growing tourism villages, adequate amenities, major economic contribution, and accessibility support that expands the reach of the tourism market.

Returning to the Strategic Plan, the document provides more operational detail than the RPJMD. The Strategic Plan mentions several major issues, including visitor patterns that are still dominated by popular tourist destinations such as Prambanan–Breksi–Kaliurang; the need to develop new tourist attractions that respond to market demand; improving the competitiveness and attractiveness of existing destinations; and enhancing tourism marketing at the national and international levels. The Strategic Plan also emphasizes strengthening the tourism identity of Sleman Regency through the integration of nature tourism, culture, and the creative economy, especially through tourism villages as one of the region's flagship products. In addition, during the post-pandemic transition period, the Tourism Office emphasizes the importance of improving attraction quality, creating synergy among tourism, the creative economy, and culture, improving human resource quality, and adapting to the paradigm of quality tourism. If the RPJMD provides a macro framework for strengthening tourist attractions as part of regional economic competitiveness, the Strategic Plan translates this framework into a more detailed sectoral planning agenda.

Table 2. Vertical Synchronization between the RPJMD of Sleman Regency and the Strategic Plan of the Sleman Regency Tourism Office in the Area of Tourist Attraction Development

Aspect	RPJMD of Sleman Regency 2021–2026	Strategic Plan of the Sleman Regency Tourism Office 2021–2026	Type of correspondence	Assessment and Score
Strategic issues	Tourism needs to continue to be developed through the revitalization and development of tourism objects and attractions, as well as the arrangement of supporting tourism facilities in order to increase the number of tourists and their length of stay.	Tourist visits are still dominated by popular destinations; there is a need to develop new tourist attractions, improve the competitiveness of existing attractions, and strengthen the identity of nature tourism, culture, and the creative economy.	Substantive policy elaboration	The Strategic Plan specifies the tourism problems and development needs stated more broadly in the RPJMD. Score: 2.
Objective	Under Mission 3, creative and innovative economic development is directed toward improving community welfare through leading sectors, including tourism.	Strategic Plan objective: to increase the tourism sector's contribution to PAD.	Substantive policy elaboration	The Strategic Plan translates the regional economic objective into a tourism-specific economic objective. Score: 2.
Target	In the tourism sector, the direction of development is aimed at strengthening regional potential and tourist attractions as part of local economic competitiveness.	Strategic Plan target: improved competitiveness of the tourism sector.	Partial substantive correspondence	The two documents share the same policy direction but do not present directly equivalent target formulations. Score: 1.
Strategy	Tourism strategy: optimizing the utilization of regional potential and tourist attractions.	Strategic Plan strategy: optimizing the utilization of regional potential and tourist attractions.	Direct textual correspondence	Both documents use the same substantive strategy. Score: 2.
Policy direction	Policy direction: strengthening tourism based on the local economy, synergy with leading potentials in other sectors, and promotion of the region's leading potentials.	Strategic Plan policy: strengthening tourism based on the local economy, synergy with leading potentials in other sectors, and promotion of the region's leading potentials.	Direct textual correspondence	The policy directions are directly consistent across the two documents. Score: 2.
Total				9 of 10 points, or 90 percent
Overall category				Strong synchronization

Source: Authors' analysis based on the 2021–2026 RPJMD of Sleman Regency and the 2021–2026 Strategic Plan of the Sleman Regency Tourism Office.

The document-comparison matrix produced a total score of 9 out of 10, or 90 percent. Based on the analytical rubric, this result falls within the strong synchronization category. Strong synchronization does not mean that all formulations in the two documents are identical. It indicates that the Strategic Plan consistently follows the main tourism development direction established in the RPJMD and translates that direction into more specific sectoral formulations.

The strongest correspondence appears in the strategy and policy direction dimensions. Both documents use directly comparable formulations concerning the optimization of regional potential and tourist attractions, local economy-based tourism, synergy with other leading sectors, and promotion of regional potential. The strategic issue and objective dimensions also show strong synchronization through substantive policy elaboration. The Strategic Plan specifies the broad tourism and economic development mandates contained in the RPJMD.

The target dimension received a partial synchronization score. The Strategic Plan sets improved tourism sector competitiveness as a target, while the RPJMD presents a broader direction concerning regional potential, tourist attractions, and local economic competitiveness. These formulations support the same policy orientation, but the analysis did not identify a directly equivalent target or performance indicator in the RPJMD. This difference does not undermine the overall alignment, but it shows that the relationship is stronger at the level of strategy and policy direction than at the level of directly comparable targets.

The findings therefore demonstrate normative and substantive alignment at the document level. Normative alignment appears in the formal position of the RPJMD as the basis for preparing regional apparatus strategic plans. Substantive alignment appears in the continuity of strategic issues, objectives, targets, strategies, and policy directions. The findings do not establish whether the policies have been implemented effectively because the study does not examine budget realization, institutional coordination, annual programs, or field-level outcomes. Strong document synchronization provides a coherent basis for subsequent tourism planning, but it is not sufficient to ensure effective tourism development. The practical value of this alignment also depends on the consistency of annual programs and budgets, institutional coordination, regular monitoring, administrative capacity, and stakeholder participation. Tourism communities, tourism village managers, business actors, and other local stakeholders can influence how the planned policy direction is translated into programs. These factors were not examined in this study and therefore require separate empirical assessment (Hidayat, 2024; Putra et al., 2025; Rohmah et al., 2025).

Conclusion and Implications

This study concludes that the 2021–2026 RPJMD of Sleman Regency and the 2021–2026 Strategic Plan of the Sleman Regency Tourism Office demonstrate strong vertical synchronization at the document level. The assessment produced a score of 9 out of 10 (90 percent) across five dimensions: strategic issues, objectives, targets, strategies, and policy directions. The strongest alignment appears in the strategy and policy direction dimensions, which show direct textual correspondence. The strategic issue and objective dimensions show substantive policy elaboration, while the target dimension shows partial synchronization because the two documents do not present directly equivalent target formulations. The findings indicate that the direction of tourism development in the Strategic Plan substantively represents an elaboration of the regional development policy set out in the RPJMD, particularly in efforts to optimize regional potential and tourist attractions, strengthen tourism based on the local economy, build synergy with other leading sectors, and promote the region's leading potentials. These findings support the initial assumption that tourism development planning in Sleman Regency has been formulated relatively consistently between the regional and agency levels.

These findings indicate that Sleman Regency has a consistent document-level planning foundation for tourism development. Whether this alignment leads to effective policy implementation and improved tourism outcomes requires separate empirical assessment. What needs to be strengthened in the future is not only the consistency of planning documents, but also the extent to which this synchronization is translated into implementation through programs, budgeting, cross-sectoral coordination, destination quality improvement, and more equitable

development of tourist attractions. It is expected that the results of this study may serve as evaluation material for Bappeda and the Tourism Office of Sleman Regency in strengthening continuity between strategic planning and the implementation of regional tourism policy.

This study has three limitations. First, it relies on textual-normative document analysis and therefore cannot explain how policymakers interpret, negotiate, or implement the alignment between the two documents. Second, the study examines only the RPJMD and the Strategic Plan. It does not analyze the RKPD, annual agency work plans, budget realization data, or annual performance reports. Third, the study does not use interviews or observation to assess institutional coordination and stakeholder participation. Future research should combine document analysis with interviews and field observation. It should also examine annual planning, budgeting, and performance documents to determine whether document-level synchronization continues into program implementation and tourism development outcomes.

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