

## HERITAGE TOURISM IN BALI: AN ANALYSIS OF SUSTAINABLE TOURISM DEVELOPMENT POLICIES

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### Abstract

Heritage tourism is one of the main pillars of tourism development in Bali, oriented not only toward economic growth but also toward the preservation of cultural, social, and environmental values. This study aims to analyze the management of heritage tourism in Bali from a Public Administration perspective, focusing on the role of local government in policy formulation, inter-actor coordination, and public value creation. This research employs a qualitative approach through literature review and policy analysis. The theoretical framework is based on the concepts of Good Governance, New Public Service, Collaborative Governance, and Public Value. The findings indicate that the success of heritage tourism management in Bali is highly dependent on transparent, participatory, and accountable governance, as well as collaboration among government institutions, traditional communities, the private sector, and other stakeholders. The government's role extends beyond regulation to include facilitation and mediation in balancing economic interests with cultural preservation. This study concludes that public value oriented heritage tourism management can support sustainable tourism development and strengthen Bali's cultural identity.

**Keywords:** Heritage Tourism, Public Administration, Governance, Public Value, Bali.

### A. INTRODUCTION

Bali is Indonesia's leading tourism destination, endowed with a rich cultural heritage in the form of historical sites, customary traditions, arts, and local wisdom that constitute its primary attraction for tourists. Within the context of tourism development, heritage tourism functions not only as a source of economic growth but also as an instrument for cultural preservation and the strengthening of local identity. Nevertheless, the expansion of mass tourism in Bali has generated serious challenges, including environmental degradation, cultural commodification, and conflicts of interest among stakeholders. With regard to the issue of preserving cultural heritage in support of sustainable tourism development in Bali, this is, in principle, not a major problem for the Balinese community. This is because Balinese society possesses the capacity and local knowledge required to manage the resources they own. Such capacities and knowledge are inherited from previous generations, learned, and continuously developed as part of efforts to build sustainable tourism in Bali.

The preservation of historical and archaeological sites is essentially an effort to maintain the identity of Balinese society. These historical sites represent a legacy of the past that connects present-day communities with their ancestors. The conservation of tangible cultural heritage to support sustainable tourism development in Bali is reflected in the organization and restoration of historical and archaeological sites as tourism objects and attractions, in accordance with Law No. 11 of 2010 on Cultural Heritage.

From the perspective of Public Administration, tourism development particularly heritage tourism constitutes a domain of public policy that requires the active role of government in planning, management, and supervision. Local governments act not only as regulators but also as facilitators and coordinators in creating sustainable tourism governance. Therefore, a policy approach grounded in the principles of good governance and oriented toward public value is required. Within the policy process, there are various stages that determine policy direction and objectives, ultimately shaping the effectiveness of development policies (Suharto, 2008). Regional Regulation of the Province of Bali No. 2 of 2023 concerning the Bali Provincial Spatial Plan for 2023–2043 plays a highly strategic role in the development of sustainable tourism in Bali. By regulating tourism development, this regulation takes into account economic, socio-cultural, and environmental aspects. It ensures that tourism growth in Bali contributes positively not only to economic factors but also to the social and environmental sustainability of the island.

This study aims to analyze the management of heritage tourism in Bali from a Public Administration perspective, with particular emphasis on tourism development policies, the roles of public actors, and the implementation of governance principles in supporting sustainable tourism

## **B. LITERATURE REVIEW**

### **Heritage Tourism in Tourism Development**

Cultural identity constitutes a distinctive feature that differentiates one culture from another. It is formed through elements such as symbolic systems, language, arts, social organization, and rituals. The function of cultural identity may operate internally serving the community that upholds the culture and externally facilitating intercultural communication (Geriya, 2008, p. 18).

Heritage tourism is a segment of cultural tourism that utilizes historical and cultural heritage as its main attraction. In practice, it has also developed within urban contexts, where cities package heritage experiences as organized visitation products. In Denpasar City, this potential is evident in the strengthening of the “heritage city tour” narrative, which is even supported by the use of *dokar* (horse-drawn carriages) as a symbolic mode of transportation representing the heritage city experience, as reflected in local media coverage and official municipal communication channels (Doktrinaya, 2023; Denpasar City Government, 2022).

Conceptually, heritage tourism emphasizes the relationship between visitors and heritage that is perceived as meaningful. Thus, the core of heritage tourism lies not merely in the physical presence of heritage objects, but in how heritage is understood, experienced, and attributed meaning as part of the tourism experience. Consequently, heritage tourism development must maintain a balance between economic utilization and the preservation of cultural values, so that tourism activities do not reduce heritage to a mere commodity devoid of meaning (Poria et al., 2003; Timothy & Boyd, 2003).

### **Tourism Development Policy**

The Provincial Government of Bali has reaffirmed an orientation toward culture-based tourism that is increasingly directed toward quality tourism and the strengthening of sustainability. This orientation includes the formulation of standards for the implementation of cultural tourism grounded in local values, particularly *Tri Hita Karana*, as a governance framework. Such policy direction is reflected in regional regulations that emphasize standardization and governance arrangements for the implementation of Balinese cultural tourism (Provincial Government of Bali, 2020).

From a public administration perspective, tourism development policy can be understood as a form of public policy encompassing processes of formulation, implementation, and

evaluation, and requiring the involvement of multiple stakeholders. This is particularly relevant because tourism is a cross-sectoral field involving diverse actors and interests. This framework becomes crucial when policy objectives extend beyond growth to include the management of social, cultural, and environmental impacts associated with tourism activities (United Nations Development Programme [UNDP], 1997).

### **Good Governance**

Good governance refers to a system of governance that ensures balanced roles, equilibrium, and mutual control mechanisms among government, civil society, and the private sector, so that the management of public affairs is not monopolized by a single actor. This definition is frequently employed as a conceptual reference in Indonesian public administration literature through secondary citations of Taschereau and Campos (Taschereau & Campos, 1997, as cited in Sulistiyani, 2004, p. 63).

The concept of good governance also emphasizes principles such as transparency, accountability, participation, effectiveness, and the rule of law as normative standards for public sector administration. These principles are particularly relevant in the management of heritage tourism, ensuring that policies do not benefit only certain groups, but also protect the interests of local communities and the sustainability of cultural heritage (UNDP, 1997).

### **New Public Service (NPS)**

The New Public Service (NPS) paradigm positions government as a servant of citizens, oriented toward the creation of public interest rather than merely “steering” or “managing” society in a market-like manner. Accordingly, NPS promotes deliberative democracy, participation, and the strengthening of civic values in public service delivery. This paradigm is articulated as a corrective to the managerial tendencies of New Public Management, which place excessive emphasis on business-style efficiency (Denhardt & Denhardt, 2000; Denhardt & Denhardt, 2003).

In the context of heritage tourism, NPS is particularly relevant because the management of cultural destinations requires respect for the rights and voices of local and customary communities in decision-making processes and service standards. As such, policy legitimacy derives not only from administrative performance but also from public acceptance and community endorsement (Denhardt & Denhardt, 2000; Amin et al., 2024).

### **Collaborative Governance**

Collaborative governance is understood as a process and institutional arrangement for public decision-making that constructively involves cross-sector actors government, the private sector, and civil society in pursuing public goals that are difficult to achieve unilaterally. This framework emphasizes collaborative forums, shared rules of engagement, and institutional designs that enable coordination and consensus-building (Ansell & Gash, 2008; Emerson et al., 2012; Subarsono, 2011).

Furthermore, the literature indicates that contemporary governance arrangements are often hybrid and multi-partner in nature. As such, collaboration is not merely an option but a necessity for managing resources and value conflicts in sectors such as cultural tourism (Lemos & Agrawal, 2006).

### **Public Value**

Balinese cultural tourism policy explicitly links tourism implementation standards to local values, such as *Tri Hita Karana* and indigenous wisdom. Accordingly, this orientation can be interpreted as an effort to create public value that is, public benefits that extend beyond profit generation, including cultural preservation, environmental protection, and community well-being. This perspective aligns with public value literature, which emphasizes that public value represents outcomes that must be accountable to society at large (Moore, 1995; Bozeman, 2007; Provincial Government of Bali, 2020).

Examples of policy instruments that can be interpreted within a public value framework include the strengthening of cultural norms through regulations on traditional attire, as well as levies on foreign tourists earmarked for the protection of Balinese culture and the natural environment, with an emphasis on transparency and accountability in their management (Provincial Government of Bali, 2018; Provincial Government of Bali, 2023; Provincial Government of Bali, 2025).

### **C. RESEARCH METHODOLOGY**

This study employs a qualitative approach through a literature review and policy analysis to develop an in-depth understanding of the dynamics of tourism governance and cultural preservation in Bali within the framework of public administration. The qualitative approach is adopted because it enables the researcher to examine policy phenomena in a contextual, interpretative, and meaning-based manner, particularly when the issues under investigation involve cultural values, regulatory frameworks, and complex public governance practices. Research data are drawn from a range of relevant secondary sources, including tourism policy documents, laws and regulations, reputable scholarly journal articles, and official government reports related to tourism management and cultural preservation in Bali. The use of documentary sources is considered strategic, as such materials reflect the state's normative orientation, policy direction, and the administrative rationales underpinning tourism governance practices. Data analysis is conducted using a descriptive–analytical approach by linking empirical and normative findings to public administration theory, thereby allowing the study not only to map policy content but also to assess its consistency, implications, and relevance to the principles of adaptive and sustainable public governance.

### **D. RESULT AND DISCUSSION**

#### **The Role of Local Government in Heritage Tourism Management**

The Balinese local government plays a strategic role in formulating and directing culture-based tourism development policies as part of its public administrative responsibility to maintain a balance between economic growth and the preservation of local values. In this context, the local government functions not only as a policy maker but also as a key actor that determines the orientation of tourism development so that it remains aligned with Balinese cultural identity rooted in local wisdom and the social system of customary communities. A culture-based tourism approach requires policies that are sensitive to traditional values, religious rituals, and social sustainability; therefore, the role of government becomes crucial in setting boundaries, directions, and mechanisms for tourism management (Hall, 2011). Consequently, tourism policy cannot be viewed merely as an economic instrument, but rather as a public policy with long-term social and cultural implications.

In practice, the Balinese local government performs a dual role as both regulator and facilitator. As a regulator, the government establishes regional regulations and technical policies governing spatial use, destination management, and the protection of cultural heritage. At the same time, it acts as a facilitator by encouraging the participation of customary communities and the involvement of the private sector in tourism development. This facilitative role is essential to ensure that tourism development is not top-down in nature, but instead actively involves local actors as both owners and guardians of cultural values. However, public policy literature emphasizes that the effectiveness of these roles is highly dependent on institutional capacity, regulatory consistency, and the government's ability to manage diverse interests in a balanced manner (Denhardt et al., 2014).

Nevertheless, in practice, this strategic role of local government has not yet been fully optimized. Tourism policy orientation still tends to prioritize economic interests, particularly

in promoting investment and increasing tourist arrivals, rather than substantively strengthening cultural preservation. This condition has the potential to generate tension between market logic and local cultural values, especially when tourism expansion leads to the commercialization of traditions and changes in the function of cultural spaces. Such imbalance indicates governance challenges in tourism management, particularly in ensuring that formulated policies genuinely reflect sustainability principles and cultural protection as public objectives, rather than merely serving as instruments of short-term economic growth.

### **The Application of Good Governance Principles**

The application of Good Governance principles in the management of heritage tourism in Bali can be observed through the increasing involvement of customary communities, particularly *desa adat*, in tourism planning and decision-making processes. This involvement reflects the principles of participation and inclusivity, whereby local values, customary norms, and cultural wisdom are not positioned as complementary elements, but rather as substantive components of tourism governance. In the Balinese context, the existence of *desa adat* with strong institutional structures provides space for the practice of collaborative governance between local government, customary communities, and tourism actors. This pattern is consistent with modern public administration approaches that emphasize the importance of non-state actors' involvement in public policy delivery, especially in sectors that are sensitive to cultural identity and social sustainability.

However, the implementation of these Good Governance principles has not yet been fully optimal, particularly in terms of transparency and accountability. Transparency challenges are evident in the limited public access to information regarding tourism revenue management, the distribution of economic benefits, and strategic decision-making mechanisms in heritage areas. This situation potentially creates information asymmetries between government, business actors, and local communities, thereby weakening public oversight of tourism resource management. From an accountability perspective, weak monitoring and reporting mechanisms in tourism policy implementation may reduce the clarity of responsibility among involved actors, especially when such policies directly affect the living spaces and cultural sustainability of customary communities.

These issues become increasingly complex when linked to the control of land-use conversion in Balinese heritage areas, which continue to face pressure from tourism expansion. Uncontrolled land-use conversion reflects a gap between regulatory frameworks and on-the-ground implementation, while also indicating weak enforcement of accountability principles in spatial governance. This situation underscores that the application of Good Governance in heritage tourism cannot be limited to participation alone, but must be complemented by fiscal transparency, institutional accountability, and strong governmental capacity to control short-term economic interests. Without strengthening these aspects, heritage tourism management risks losing its sustainability orientation and instead threatening the very cultural values that form the foundation of Balinese tourism.

### **Collaborative Governance and Community Participation**

The management of heritage tourism in Bali demonstrates that the sustainability of culture-based tourism cannot be separated from multi-stakeholder collaboration involving government, *desa adat*, tourism businesses, and civil society organizations. This management model reflects the distinctive character of Balinese tourism, which is deeply rooted in social, religious, and cultural values embedded in local communities. In this context, collaboration is not merely an administrative coordination mechanism, but rather a space for negotiating interests between economic objectives, cultural preservation, and social sustainability. Sustainable tourism literature emphasizes that the involvement of local actors is a critical

prerequisite for maintaining destination authenticity and preventing excessive cultural commodification (Hall, 2011; Timothy & Boyd, 2003).

Desa adat occupy a strategic position in heritage tourism management due to their social and cultural authority in safeguarding sacred values, customary norms, and ritual practices that constitute the core attraction of Balinese cultural heritage. Their role extends beyond preserving tradition to functioning as local institutions that regulate sacred spatial arrangements, ceremonial governance, and the boundaries of cultural space utilization for tourism purposes. This positioning makes desa adat key actors in ensuring that tourism development does not erode the symbolic meaning and cultural identity of local communities. Numerous studies indicate that heritage management practices that neglect the role of indigenous communities tend to result in social conflict and a decline in the legitimacy of tourism policies (Suartika, 2013; UNESCO, 2013).

Meanwhile, the government acts as a mediator and facilitator, bridging the economic interests of tourism businesses with the cultural preservation needs safeguarded by desa adat and local communities. Within a public administration framework, the government's function extends beyond regulation and supervision to include the creation of dialogic spaces, the formulation of collaborative policies, and the alignment of tourism policies with participatory and adaptive governance principles. This mediating role is crucial to prevent the dominance of market interests and to ensure that heritage tourism develops in a balanced manner between economic and cultural values. Accordingly, the management of heritage tourism in Bali reflects collaborative governance practices that position the state, customary communities, and the private sector in relationships of mutual dependence and continuous negotiation (Ansell & Gash, 2008).

### **Heritage Tourism as Public Value**

From a public value perspective, heritage tourism in Bali cannot be reduced to a mere instrument of economic growth, but must be understood as an arena for the creation of multidimensional public value. Public value in this context encompasses economic benefits, the preservation of cultural heritage, the strengthening of collective identity, and the enhancement of social relations within local communities. Mark Moore argues that public policies are considered valuable when they generate benefits that are widely recognized and experienced by the public, rather than exclusively serving market actors or the state (Moore, 1995). In heritage tourism practice, public value is reflected in efforts to ensure the sustainability of cultural sites, the continuity of local traditions, and a more equitable distribution of tourism benefits to local communities. Thus, heritage tourism becomes a strategic medium for integrating economic objectives with social and cultural missions within a public governance framework.

Tourism policies oriented toward public value require a paradigm shift from exploitative development approaches to collaborative and sustainable governance models. This approach emphasizes the importance of public legitimacy, community participation, and governmental accountability in the formulation and implementation of tourism policies. Recent studies show that heritage tourism management involving local actors tends to generate higher levels of social acceptance and strengthen community social cohesion (Benington & Moore, 2011; Bryson et al., 2017). In the Balinese context, a public value orientation is particularly critical given that tourism operates within socio-cultural spaces rich in symbolic and spiritual meaning. Therefore, tourism policies should be assessed not only on their economic effectiveness, but also on their capacity to maintain balance among public interests, business actors, and customary communities.

The philosophy of Tri Hita Karana provides a strong normative foundation for the implementation of public value in the management of heritage tourism in Bali. The principle

of harmonizing relationships between humans and God (parahyangan), humans and fellow humans (pawongan), and humans and nature (palemahan) aligns closely with the public value concept that places collective well-being as the primary objective of policy. Integrating Tri Hita Karana into tourism policy enables development that is not only environmentally sustainable, but also deeply rooted in Balinese cultural values and social ethics (Arismayanti, 2017; Wardana, 2020). Consequently, public value-based heritage tourism not only safeguards destination sustainability, but also strengthens cultural identity and social cohesion as the foundation of long-term tourism development in Bali.

## E. CONCLUSION

This study concludes that the management of heritage tourism in Bali, viewed from a Public Administration perspective, has demonstrated integrative efforts to align tourism development with the preservation of cultural values through the application of the principles of Good Governance, New Public Service, Collaborative Governance, and Public Value. Substantively, these efforts address the research objective of analyzing the roles of public policies and actors in supporting sustainable tourism. The main findings indicate that the success of heritage tourism management is not determined solely by economic performance, but rather by the capacity of local governments to function as regulators, facilitators, and mediators who balance market interests, indigenous communities, and cultural sustainability. Interpretatively, these results affirm that a public value orientation aligned with the Tri Hita Karana philosophy confers strategic meaning on tourism as an instrument for strengthening cultural identity and social cohesion, rather than merely as an industrial sector. The principal contribution of this study lies in reinforcing the public value analytical framework within the context of Balinese heritage tourism by positioning local wisdom as a normative foundation for sustainable tourism governance—an aspect that has received relatively limited elaboration in Public Administration scholarship. Based on these conclusions, it is recommended that local governments strengthen the consistency of policy implementation by enhancing transparency and accountability, expand equitable collaborative mechanisms with customary villages and other stakeholders, and develop policy evaluation instruments capable of measuring public value outcomes more comprehensively, so that the long-term sustainability of Bali's heritage tourism can be effectively maintained.

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