

Local Autonomy: State-Centered Government Wrapped in Citizen-Centered Governance in the Tourism Development

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ABSTRACT

This city is called Batu Tourism City. Nine great modern-made tourism objects exist in this city. Four million tourist visits occur in this city. All built only since 16 years of local autonomy that they get. But many people said, "That is not ours." "We can't do anything." "Miserable." Some authoritative actions of the local government appear to be different from the established policies. There was a conflict from community elements. How exactly is the management of tourism development carried out? The results found four patterns in the management of tourism development. Tourism policy preferences regulated through participatory planning, tourism development is set to improve people's welfare, tourism development is facilitated by the Mayor and the City Government of Batu, and tourism development tends to be carried out by private capitalists through the entrance of tourism business investment. State-Centered Government Wrapped in Citizen-Centered Governance. Local autonomy that occurs is a type of autonomy in which the local government relies on its strong power to translate preferences into public policy under conditions of divergence. A type of autonomy in which public officials use the autonomy authority and the opportunities to free themselves from obstacles from social actors who have different preferences.

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1. Introduction

Local autonomy has turned a small tourist village into a famous tourist city. That place is called Batu City. A small tourist village that was originally based on natural tourism turned into a modern-made tourist city. Tourism that uses modern technology in providing tourist experiences for tourists. Tourism that requires large capital to build it. As a new autonomous region, of course, it does not yet have the budget to build it. Local original income is still small. Local original income has not been able to finance the construction of modern-made tourism objects, but in reality, currently nine modern-made tourist objects are built in Batu City.

Nine modern-made tourism objects were built by Jatim Park Group. Jatim Park Group is a business firm owned by a capitalist who has a strong relationship with the Second Mayor of Batu City. The presence of modern-made tourism objects cannot be separated from the authoritative actions of the Batu City Government. It is

suspected that the Second Mayor has an important role in it.

The presence of nine modern-made tourism objects contrasts with the traditional life characteristics of the Batu community. The use of modern technology in modern tourism contrasts with the simple agricultural equipment used by the Batu people for farming. The idea of developing modern tourism is certainly not the idea of the Batu community which tends to be closed. In fact, Batu City has become a modern tourism city now. Great modern-made tourism objects have existed in Batu City. More than four million tourist visits have been achieved by Batu City tourism. But many people said, "That is not ours." "We can't do anything." "Miserable." Some authoritative actions of the local government appear to be different from the established policies. There was a conflict from community elements.

Local autonomy (Nordlinger, 1981) speaks about the appropriateness of policy preferences with the authoritative actions that are implemented. Batu City has indeed been established as an autonomous region through

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the Law of the Republic of Indonesia Number 21 of 2001. The status of autonomy has indeed been obtained. But it still needs to be examined what kind of autonomy is happening in Batu City. It could be precisely that in fact Batu City was apparently not autonomous.

2. Theory

2.1.1. Local Autonomy

Dworkin (1988) has thoughts about autonomy expressed in his sentence that:

"A city has *autonomia* when its citizens are made their own laws, as opposed to being under the control of some conquering power. There is then a natural extension to persons as being autonomous when their decisions and actions are their own; when they are self-determining."

In Dworkin's mind, there are two things that look the same but are really different. About having autonomy and being autonomous. When citizens make their own laws, it means they have autonomy. When their decisions and actions are their own, that means they become autonomous. Having autonomy is not yet fully autonomous, but when it becomes autonomous, of course, it has autonomy. A condition which is opposed to autonomy is the control of conquering power.

Dworkin characterizes the conditions of being autonomous with situations when their decisions and their actions are their own. Kant (in Nordlinger, 1981) also characterizes the autonomy conditions of a social entity with the situation of correspondence between the preferences of social entities and their actions. Nordlinger (1981) in the context of the state also said similar thought that, "An autonomous state translates its policy preferences into authoritative actions." Dworkin, Kant, and Nordlinger both link conditions to be autonomous with preferences and actions. Become autonomous when preferences and actions are their own decisions, and in accordance.

There are at least three elements in local autonomy, including the implementation of government authority, participation, and local government. Suksi (2011) describes the implementation of the great authority delegated, which in its regulation requires the participation of sub-systems in a territorial system, and although it has an element of participation, mainly talks about the great authority enjoyed by the local government. Supporting Suksi's thoughts regarding the great authority enjoyed by the local government, Nordlinger (1981) said that to what extent democratic countries are autonomous entities, all are centered on the state. The state is very autonomous in making its preferences. Even when that preference is different from the demands of civil society.

2.1.2. Tourism Development

There has been a shift in the role of tourism in human life. Reid (2003) states that tourism, in the beginning, initially is only a leisure activity which requires the opposite of regulated and organized work. In its progress, tourism is increasingly seen as an economic activity among many other types of economic activities. Sharpley (2009) said that when tourism is seen as a functioning economic

system of demand and supply within which the needs of tourists are met by a wide diversity of businesses selling goods and services, it shows the occurrence of tourism development. This condition shows that tourism can be chosen as a development strategy. Tourism as a development strategy offers potential economic contributions as a source of financial income, national income, employment opportunities, and local income.

The type of tourism also shifted. The shift from existing natural or man-made attractions based tourism objects to Western tourism objects. Sharpley (2009) state that:

"The development of tourism is frequently based on existing natural or man-made attractions, such as beaches, wilderness areas or heritage sites. Thus, tourism may be considered to have low 'start-up' costs when compared with other industries."

and then Sharpley dan Telfer (2008) state that, "The global media send idealized images of destinations to potential tourists in the developed world, while those in developing countries receive images of Western consumption patterns." In contrast to tourism which is often based on existing natural or man-made attractions that considered to have low 'start-up' costs, Western pattern tourism requires a large 'start-up' costs. Furthermore Sharpley and Telfer (2008) said that, "The stereotype of cultural globalization has Western manifestations and forms of consumption spreading across the globe, resulting in a convergence of culture that is defined by capitalism." Private capitalists define it as a business opportunity, so Reid (2003) state that, "In this rural community, tourism has been developing quickly over the past few years and has generally been dominated by a few members of the business community."

2.1.3. Management of Tourism Affairs

Tourism affairs have become the authority of the local government. In the context of local governance, local governments do not have to deliver their services by themselves. Norton (1994) says that, "Local authorities in all the counties have a wide range of options as to how the deliver many of their services. Broadly they can carry them out directly or delegate or transfer their implementation to other public or private bodies provided that they can meet their legal obligations. Wilson and Game (1994) reinforce Norton's thinking by saying that, "The fact that in some authorities specific services (e.g. refuse collection) are contracted out, and that other services are being provided jointly with either private firms or voluntary bodies." This means that local governments can involve public and private institutions to provide public service, including services in tourism affairs.

Sunaryo (2013) emphasizes that, "The principle of good tourism management is essentially the existence of coordination and synchronization of programs between existing stakeholders and the inclusion of synergistic active participation (integrated and mutually reinforcing) between the government, private sector, and local communities. To realize good tourism development management, the form of partnership needed between the local government and the private sector is a public private

partnership. Parente (in Sunaryo, 2013) defines public private partnership as:

“An agreement or contract, between a public entity and a private party, under which: (a) private party undertakes government function for specified period of time, (b) the private party receives compensation for performing the function, directly or indirectly, (c) the private party is liable for the risks arising from performing the function and, (d) the public facilities, land or other resources may be transferred or made available to the private party.”

3. Research Method

The question to be answered through this research is, "How is the management of Batu City tourism development?" The research approach to answering this question is a qualitative approach. The use of the approach is based on research variables, namely regional autonomy and tourism development, which are phenomena of a quality perspective, not quantity. The assessment cannot be based on simple logic if A then B, but must be based on a comprehensive understanding, so that the existence of researchers is needed in data collection, data analysis, and data interpretation. This research is focused on two things. First, on policy preferences for tourism development, and second, on authoritative actions to implement policy preferences.

The study was conducted in Batu City. A tourism city that has been famous since the Dutch colonial era. Behind the famous, there are several facts that trigger the need for scientific research. After Batu was established as an autonomous region, there was a change in tourism. From what was originally a natural tourism that belongs to the public becomes a modern tourism that is owned by the private sector. Rapid progress has indeed taken place, but behind that comes the public statement that tourism is not theirs.

Data sources are informants and documents. The informants came from government officials and the people of Batu City. The documents come from legal and official documents from the Batu City Government, and also from other legal institutions that record various data related to Batu City. To collect them, the data collection techniques used were in-depth interview techniques, and documentation studies.

The data that has been obtained must be analyzed to find answers to the research questions. The analysis technique used is the analysis technique from Yin (2011). This technique includes five phases including data compiling, data disassembling, data reassembling, data interpreting, and concluding.

4. Results

Suriasumantri (2015) states that there is a standard pattern in the relationship between one fact and another fact. In this research, there have been found a lot of data related to research questions. Analysis has been done. Four patterns have been found in the management of Batu City tourism development. First, policy preferences are regulated by participatory planning. Second, tourism development is aimed at improving the quality of life of the people. Third, facilitated by the Mayor and the City

Government. Fourth, organized by private capitalists through the entrance of tourism business investment.

4.1.1. Policy Preferences are Regulated by Participatory Planning

Batu City tourism development took place in the era of regional autonomy which gave authority to the community to regulate regional development according to their preferences. This authority provides an opportunity to participate directly, according to Kuncoro (2012), to choose and decide on the use of various resources. The Musrenbang, "*Musyawarah Perencanaan Pembangunan*" (a deliberation of development planning), becomes a phase for the people of Batu City to participate in arranging the development to be carried out within a certain period of time. This phase is actually a tangible manifestation of the meaning of regional autonomy. The community can realize the authority of regional autonomy in regulating its development. The public is given the broadest opportunity to speak. What they voiced was heard, scheduled, and made an issue that would compete for resource allocation. In musrenbang, the community seemed to be put forward. People who feel the opportunity to participate is not only the wider community, but also special community groups, and the private sector. Academics, non-governmental organizations, hospitality organizations, employers' associations, labor associations, and others participate in arranging development plans, which include tourism development plans. Participate in setting policy preferences that will be applied in the development of Batu City tourism.

The setting of policy preferences that have been carried out in a participatory manner has not only resulted in policy preferences originating from community preferences. In fact there are Mayor preferences that also succeed in becoming policy preferences. Behind the community participatory process that is so highlighted, in fact there is an intervention by the Mayor. Interventions to prioritize development programs for modern-made tourism objects become a policy preference. This process is carried out personally through an oral communication to the public official who leads the regulatory process. Control is always done to maintain the Mayor's preferences. Finally, the Mayor's preference succeeded in becoming a policy preference, in line with the preferences of the people who also succeeded in becoming a policy preference.

4.1.2. Tourism Development is Aimed at Improving the Quality of Life of the People

Sharpley and Telfer (2008) say that the selection of development strategies aims to improve the welfare of the community; but when this development strategy cannot significantly improve the welfare of the community, the development strategy is only a waste. Since Batu's inception as an autonomous city, tourism has been chosen as a development strategy alongside agriculture which is a native culture of the Batu people. Development strategies to improve the welfare of the Batu people. In various Batu City Government policy documents, such as the RPJPD, RPJMD, RKPD, RTRW, Renstra, and Renja, it is stated that tourism development is intended to drive the community's economy, increase employment

opportunities, and increase people's incomes, which in turn will raise people's welfare.

Tourism has been established to improve people's welfare. To make it happen, the policy direction set is to develop a tourism industry based on nature, local culture, and agro-tourism. The concept is to develop the village into a tourism village in accordance with its potential. The potential is packaged into a tourist dish that involves the community as the actor. The community is driven to move the community. Leading potential is empowered to empower Batu's people. This preference is written in the city government policy document; and this was passed as a regional regulation. This means it will be a mistake if this preference is not carried out.

Determination of tourism as a development strategy to improve the welfare of the Batu people is actually appropriate. Tourism really exists in Batu City. Tourism really has been able to move the economic activities of society since it was still a sub-district of Malang Regency. At that time tourism synergized strongly with agriculture, so that economic activity in the tourism sector also brought up economic activity in the agricultural sector. Although the economic activity of tourism at that time was not as big as at this time, but it really improved the economic conditions of the Batu people. Maybe this choice is debatable, but there is one thing that cannot be denied. The fact that the community supports tourism is chosen as a development strategy for the welfare of the Batu people.

4.1.3. Facilitated by the Mayor and the City Government

Talking about development will definitely talk about actors and processes. Actors should act according to their role, and the process should proceed according to plan. Burns and Novelli (2008) emphasize the important role of government in development. Development cannot take place without government involvement. No matter how small the role, the government will always be involved. Besides the government, there are communities and investors who are agents of development. The City Government of Batu acts not to be the main actor in the development of Batu City tourism, but rather choose the facilitating role. Facilitating the community and Jatim Park Group who are the main actors.

Facilitation has been carried out by the Batu City Government, and has proven successful in accelerating the progress of Batu City tourism. The involvement of Batu City Government in this acceleration is in line with the thoughts of Shah and Shah (2006) who state that the role of government should be a catalyst. Nevertheless, there seems to be something fundamentally wrong. Fundamental deviations that occur at an early stage which results in development outcomes felt by the community. It has been established that tourism development is aimed at improving the quality of life of the Batu people. Therefore, the facilitation provided by the city government should still lead to that goal. Facilitation for the community and Jatim Park Group should still be directed at improving the quality of life of the Batu community. It should be like that, but the reality is not like that. There are differences in the form of facilitation. Facilitation for Batu people tends to be carried out by the Batu City Government, is in the technical realm of implementation, and uses administrative capacity which

is indeed being held repeatedly every year. The facilitation for the Jatim Park Group tends to be carried out by the Mayor of Batu City, is in the policy setting of development plans and development permits, and uses the authority of the head of an autonomous region. In connection with the allocation of local financial resources, facilitation for the community does indeed provide a certain amount of financial allocation, whereas for the Jatim Park Group it does not. Even so, it does not mean that tourism villages will be more advanced because they get a budget, while modern-made tourism objects will be left behind. The fact is just the opposite. Modern-made tourism objects are far more advanced. Facilitation for the Jatim Park Group is more basic which actually provides legality to develop tourism in Batu City. Jatim Park Group already has a variety of very adequate resources. With the legality received, Jatim Park Group no longer faces obstacles. Evidently nine modern-made tourism objects belonging to the Jatim Park Group have operated in Batu City.

4.1.4. Organized by Private Capitalists through the Entrance of Tourism Business Investment

A tickling statement was made by the Head of the Batu City Tourism Office as follows:

“All tourism activities are the obligations of the government, the community and the private sector. It's like that. So, it is not wrong, for example, if the tourism in Batu City are all investors. Jatim Park, Museum Satwa, BNS, Eco Green Park, and others. We prepare the infrastructure.”

The statement of the Head of the Tourism Office is truly mistaken. He knows that tourism development is a shared responsibility of the government, the community and the private sector. He knew that this was a shared responsibility, but then he considered it to be the right thing and not a problem when only one actor, namely a private investor who dominantly carried out tourism development. He considers it is not a problem when two other actors, namely the government and the community become passive actors. The Jatim Park Group is the main actor, the Batu City Government is a supporting actor, and the Batu community can be said to be a complementary actor, or simply become the object of the Jatim Park Group. The city government and the community only do things according to the direction of the Jatim Park Group, which of course is to realize the interests of the Jatim Park Group. For example, Batu people who live around tourism objects must sign an environmental permit for the benefit of the Jatim Park Group. Batu people who work in the Jatim Park Group company must fully obey the work rules applied. Batu society as a whole is only an object that must participate in promoting the tourism object of the Jatim Park Group. Even the Batu City Government can be said to be an object that must provide supporting infrastructure for the Jatim Park Group.

The existence of Jatim Park Group which dominates the role of being the subject of tourism development in Batu City tends to apply growth-based development. A development paradigm that is contrary to the development paradigm based on community empowerment. The principles contained are very different. The focus of growth-based development is to

5.1. Policy Preferences are Set in a State-Centered Government Situation which is Wrapped in a Citizen-Centered Governance Situation

The flowchart illustrates the tourism development process in a village, starting from the Mayor's Vision Mission and progressing through various stages to achieve community welfare. The process is divided into visible (solid lines) and behind-the-scenes (dashed lines) components.

Visible Process (Solid Lines):

- Mayor's Vision Mission** leads to **Vision & Mision of the Development**.
- Vision & Mision of the Development** leads to **Dialogue Zone Musrenbang**.
- Dialogue Zone Musrenbang** leads to **Formulation of Tourism Development Plan**.
- Formulation of Tourism Development Plan** leads to **Policy Preference**.
- Policy Preference** leads to **Delegation** and **Authoritative Action**.
- Delegation** leads to **Tourism Mission** and **Investment Mission**.
- Authoritative Action** leads to **Tourist Village** and **Modern-Made Tourism Object**.
- Tourism Mission** leads to **Tourist Village**.
- Investment Mission** leads to **Modern-Made Tourism Object**.
- Tourist Village** leads to **Increasing community welfare**.
- Modern-Made Tourism Object** leads to **Increasing the Welfare of Specific Actor**.

Behind-the-Scenes Process (Dashed Lines):

- Mayor's Vision Mission** leads to **Mayor Preference**.
- Mayor Preference** leads to **Formulation of Tourism Development Plan**.
- Formulation of Tourism Development Plan** leads to **Community Preference**.
- Community Preference** leads to **Dialogue Zone Musrenbang**.
- Dialogue Zone Musrenbang** leads to **Formulation of Tourism Development Plan**.
- Formulation of Tourism Development Plan** leads to **Policy Preference**.
- Policy Preference** leads to **Delegation** and **Authoritative Action**.
- Delegation** leads to **Tourism Mission** and **Investment Mission**.
- Authoritative Action** leads to **Tourist Village** and **Modern-Made Tourism Object**.
- Tourism Mission** leads to **Tourist Village**.
- Investment Mission** leads to **Modern-Made Tourism Object**.
- Tourist Village** leads to **Increasing community welfare**.
- Modern-Made Tourism Object** leads to **Increasing the Welfare of Specific Actor**.

Other Elements:

- Academics**, **Community**, and **Local Government** are external stakeholders who influence the process.
- Facilitation** (dashed box) leads to **Jatim Park Group**.
- Jatim Park Group** leads to **Modern-Made Tourism Object**.

Legend:

- = visible process.
- - - = "behind the scenes" process.

business. Not to empower Batu people, and not to improve the quality of life of Batu people.

lowest administrative unit. This means that the Batu City Government provides a dialogue zone for the community

to talk about their aspirations, the things they need, the problems they face, the capital they have, the capacity they can carry out, and so on about them. The point is about their preferences. Community preferences. The fact that the Batu City Government provides a dialogue zone for the community at least shows that the principle of responsibility has been covered.

Community preferences have been voiced, and this should have been heard by the Batu City Government. So the Batu City Government has the opportunity to make tourism policies that are responsive to the community. Based on the results of the study, for the time being, the Batu City Government can be said to be responsive to people's preferences. Almost all the desires and needs of the community related to tourism delivered in the dialogue zone were granted by the Batu City Government. Even the Tourism Village Development Program was also approved as a Regional Regulation in Batu City. This means that at least the principle of responsiveness in the regulatory context has been covered.

Collectivity is not only about the planning process, but also in terms of the objectives to be realized through the implementation of planning. Norton (1994) says that planning is not to plan, but to pursue various goals; and the overall goal of local governance is the good of the individual and society as a whole. All Batu City development plan policies always begin with a statement of development goals intended for the community as a whole. It is not written that the results of development will be given to community groups partially. The statement that the development objectives are for the community as a whole shows accountability to the community. This means that at least the accountability principle has been covered, although it is still in the normative context.

Collectivity, responsiveness, responsibility, and accountability to the community have been seen in the regulation of policy preferences. The situation of citizen-center governance has been felt to surround the process of finding community preferences which then become policy preferences. Management of government that seems to shown good local governance. But apparently behind that, there was also a strong state-centered government situation. The situation that actually occurs in tourism development. The form is an order from the Second Mayor of Batu City to the Head of Batu City Bappeda. An order to arrange a plan for the construction of several modern-made tourism objects in the Batu City RPJMD 2012-2017.

This order from the Mayor is different from people's preferences. The Mayor's order refers to modern-made tourism objects, while the people's preference is on tourism villages that are categorized as natural tourism. There is a difference in preference. The Mayor's preference was debated by the House of Representatives in each stage of the discussion. However, this order was heavily guarded by the Head of Bappeda, so that it still passed the tourism development program which was legitimized into a regional regulation. This means that the Mayor's preference has also succeeded in becoming a policy preference. This must be done. Nordlinger (1981) says that state preferences are as important as community preferences, and the state is very autonomous, even when

state preferences differ from community preferences because all are centered on the state. The facts that occur prove the truth of Nordlinger's thought that everything is centered on the state. The facts that occur indicate that state-centered government occurs in the regional autonomy of Batu City.

State-centered government does not mean eliminating regional autonomy, but rather shows the type of regional autonomy that occurs in Batu City. Nordlinger (1981) defines three types of autonomy that are included in the perspective of state-centered government, namely type I, type II, and type III. Each type has a different proposition as a characteristic. The local autonomy of Batu City is categorized as type I. Type of autonomy in which the state relies only on its strong power to translate preferences into public policy under conditions of divergence. A type of autonomy in which public officials use the authority of autonomy, and the opportunities that exist, to free themselves from obstacles from social actors who have different preferences.

It is true that the Batu City Government used its autonomous authority to set the Mayor's preferences into policy preferences. It is true that the Batu City Government freed itself from the obstacles of the Regional People's Representative Council. But that does not mean that Batu City Government has ignored the people's preferences. Although the preferences are different, the Mayor does not influence people's thinking to change people's preferences to be the same as the Mayor's preferences. Batu City Government and Mayor also set community preferences as policy preferences.

It is true that community preferences are "permitted" to be policy preferences. However, when referring to Nordlinger's thinking about type I local autonomy which shows that state (public officials) are trying to free themselves from existing obstacles, and also looking at the fact that the Head of Bappeda is so strong in defending the Mayor's preference for debate from the Local House of Representatives, it is suspected that "permitting" community preferences to become policy preferences is not a form of government responsiveness to community preferences, but only a tool for the Mayor to free himself from community opposition. It is suspected that "permitting" community preferences into policy preferences tends to be a camouflage to smooth the Mayor's preferences to build modern-made tourism objects.

5.2. *Management of the Most Development of Tourism is Done by Private Capitalists through the Entrance of Tourism Business Investment*

There are two main points of policy preference that must be implemented, namely the development of tourist villages and modern-made tourism objects. Norton (1994) says that local authorities have the option of sending public services; carry out alone or delegate to public or private bodies. Batu City Government positioned itself in the function as a catalyst, and chose the option to delegate development and management of tourism to the public and the private sector. This positioning is in line with the thoughts of Shah and Shah (2006) who said that the role of local government needs to be expanded to function as a catalyst in the

formulation, development, and operationalization of cooperation networks.

The authoritative action taken by the Batu City Government is to delegate the development and management of the tourism village to the community, and modern-made tourism objects to the private sector. This authoritative action can be interpreted differently depending on the basic perspective of the theory used. The first perspective, refers to the thought of Kant in Nordlinger (1981) which says that social entity autonomy refers to the suitability between preferences and actions. The fact that community preferences can be defined as policy preferences, and then implemented by the community itself can be interpreted that the community has autonomy, and also the Batu City Government has responsiveness and accountability to the community. The second perspective, refers to the thought of Nordlinger (1981) which says that when state and community preferences diverge, public officials periodically utilize their capacity and opportunities to increase their autonomy to free themselves from social constraints, and they then translate their preferences into authoritative actions. In this perspective, the fact that the determination of community preferences becomes policy preferences and then implemented in an authoritative action does not indicate the condition of community autonomy, but rather shows the conditions in which the community is only the object of the efforts of the Batu City Government (especially the Mayor) to avoid rejection of the Mayor's preference to build modern-made tourism objects. In addition, the Batu City Government did not show responsiveness and accountability to the community, but instead carried out camouflage actions against the community.

Pike, Pose, and Tomaney (2006) say that, "In the context of globalisation, the contest to attract and retain mobile capital and labour has led to suggestions that localities and regions are now in direct competition with each other." It seems that the Batu City Government is following the ideas of Pike, Pose, and Tomaney. Batu City Government is attracting investors to invest their capital in Batu City. The reason given to the community is to provide employment. This reason seems beneficial for the community, so investment becomes a matter of competition. Therefore, the presence of private capitalists in Batu City tourism is realized in the form of investment.

Relationships with the private sector in the form of investment are different from relations in the form of public private partnerships. Sunaryo (2013) said that:

"An agreement or contract, between a public entity and a private party, under which: (a) private party undertakes government function for specified period of time, (b) the private party receives compensation for performing the function, directly or indirectly, (c) the private party is liable for the risks arising from performing the function and, (d) the public facilities, land or other resources may be transferred or made available to the private party."

The involvement of Jatim Park Group is not in the form of public private partnership, but in the form of private business investment. The consequence is the absence of aspects that exist in the context of partnerships, and the

dominance of aspects of private business. In the context of investment, the private sector does not carry out government functions within a certain timeframe as in the context of partnership, but rather does business for a time determined by the private sector. In the context of investment, the private sector does not receive compensation because it carries out the functions of the government as in the context of partnership, but rather receives business profits. In the context of investment, the private sector is not bound by responsibility for various risks that arise, for example restoring the condition of the land that is the location of its business, in contrast to the context of partnership which binds the private sector to be responsible for various risks that arise. In the investment context, the land of production land is owned by the private sector, in contrast to the context of partnership which determines the status of ownership of the land where production remains owned by the government. In the context of investment, the form of facilitation to the private sector is the facilitation of licensing, while facilities in the context of partnership tend to be the facilitation of property and infrastructure.

Tabel 1. Differences between the Concept of Public Private Partnership and the Reality of the Tourism Management by Jatim Park Group in Batu City

Differences between		
	Public Privat Partnership Conception	Tourism Management by Jatim Park Group
1	Private sector carries out the function of government.	Jatim Park Group runs a tourism privat business.
2	Limited within an agreed period of time.	There is no time limit in running a business.
3	The private sector receives compensation while carrying out their work.	Jatim Park Group gets business profits from the business it runs.
4	The private sector is bound by its responsibility for the risk it causes.	Jatim Park Group is not bound by responsibility for the risk it causes.
5	Resources used by the private sector are facilities. Not private property.	The resources used are the property of Jatim Park Group.

Source: Literature review and research results

The management of Batu City tourism development is entirely under the authority of Batu City Government. Found four management patterns, including policy preferences regulated through participatory planning, tourism development is set to improve people's welfare, tourism development is facilitated by the Mayor and the City Government of Batu, and tourism development tends to be carried out by private capitalists through the entrance of tourism business investment.

The management of tourism development has applied the principles of citizen-centered governance. Responsive, responsible, and accountable. Dialogue zones to determine community preferences, policy preferences taken from community preferences, improvement of community welfare which are the goals of tourism development, and delegation of development of tourism villages to the community are aspects that

reflect the application of citizen-centered governance. However, it turns out that the situation of state-centered government also occurs. The situation arises from the fact that the Mayor encourages his preference to become a policy preference, and then takes authoritative action by involving private capitalists to implement it. One form of private involvement that does not involve community participation.

The state-centered government situation that occurs, in the context of local autonomy, does not mean that Batu City has no local autonomy. Kota Batu still has local autonomy. However, according to Nordlinger (1981), Batu City's local autonomy is categorized in type I local autonomy. A type of autonomy in which the state relies only on its strong power to translate preferences into public policy under conditions of divergence. A type of autonomy in which public officials use the authority of autonomy, and the opportunities that exist, to free themselves from obstacles from social actors who have different preferences.

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