

UDC 332

IMPLEMENTATION OF LAW #9/2010 ON TOURISM TOWARDS BATU CITY LOCAL ECONOMIC DEVELOPMENT

Ineldi, Noor Irwan, Hidayati Firda

Master's Program of Public Administration, Faculty of Administrative Science,
University of Brawijaya, Indonesia

*E-mail: ineldi88@gmail.com

ABSTRACT

This paper examines the implementation of national tourism policies towards Batu City as it is one of the Tourism City which has a fairly rapid economic growth in Indonesia. During 2012-2016 the Batu City economy has exhibited signs of improvement. This is evident from the economic growth tendency towards positive direction and continues to increase. Batu City's economic growth from 2012 to 2016 averaged at 6.95 percent. However, the GINI index in 2015 which exhibits excellent economic growth also exhibits increasingly large income inequality Batu City community. 2015 exhibits 0.36 in value, therefore that particular year exhibits largest Gini ratio increase within 6 years. This would be an early warning for Batu City Government to review tourism policy. Therefore it is important to examine the implementation of tourism policies in Batu City in its contribution to the community local economy. This research utilized qualitative approach, case study research and interactive model analysis from Miles, Huberman, and Saldana. Analysis result exhibits that the tourism policy implementation process in Batu City is dominated by a tendency towards artificial tourism. Investor role is more dominant compared to society economy. Hence, the society's welfare can not increase as significantly as the economic improvement.

KEY WORDS

Implementation, tourism, policy, local economy.

Public policies are created by policymakers to address the issues at hand. These issues are social, economic, and other sectors that need attention and resolution. Policies will be able to resolve problems if implemented well. Nugroho (2014) argues that "a good or successful 60% policy is judged by its implementation". In addition, to overcome economic problems, the government as policymakers will make economic policy. Economic policy development itself is currently growing and has various types of approaches. The appropriate approach to development in the region is the concept of local economic development combined with decentralization area, therefore, governments have wider authority on the regional development.

Batu City is one of the Tourism City which has a fairly rapid economic growth in Indonesia. During 2012-2016 the Batu City economy has shown signs of improvement. This is evident from the economic growth exhibiting a tendency towards positive direction and continue to increase. Batu City's economic growth from 2012 to 2016 averaged at 6.95 percent, with 7.26 percent growth in; 7.29 percent by 2013; 6.90 percent in 2014; 6.69 percent in 2015, and 6.61 percent in 2016. The highest growth occurred in the year 2013 at 7.29 percent, whereas the lowest occurred in 2016 at 6.61 percent. However, the poverty rate in 2013 was recorded at 9,400 people or 4.77 percent. In 2014 it fell to 9,100 people or 4.59 percent. By 2015 it rose to 9,430 people or 4.71 percent. Lastly in 2016 there were 9,050 people or 4.48 percent. Furthermore, Open Unemployment rate experienced rate fluctuation. 2015 had recorded 4.29% unemployment rate which is a significant rise compared to 2.32% unemployment rate in 2013. This condition needs to be observed to obtain phenomenon data, as well as finding solutions quickly and precisely. Gini index 2015 exhibits very good economic growth but also exhibits income inequality in Batu City community. 2014 Gini ratio exhibits 0.29 and 2015 exhibits 0.36 value. 2015 exhibits the largest increase in the largest Gini ratio in the last 6 years. This would be an early warning

for Batu City Government to review tourism policy. It is therefore important to examine the implementation of tourism policies in Batu City in its contribution to the local economy.

Based on the description, service sector hotels contribute to Batu City economy. Nevertheless, whether the sector has an impact on society and able to reduce the economic gap, the tourism policy should be directed to the distribution of income for the entire community of Batu City. Therefore the researchers set the title of research "Implementation of Law No. 9/2010 On Tourism In Batu City Local Economic Development ". Research problems are formulated as follows: 1) How is the implementation of tourism policy in Batu City? 2) To what extent is the implementation of tourism policy in Batu City local economic development?

LITERATURE REVIEW

"Public administration cannot be separated from politics as part of the public dynamics" (Sugandi, 2011: 1). Dimock and Fox (1983) in (Ibrahim, 2013: 15) state that "Public administration is produced of good service designed to serve the needs of citizen-costumers". This is in accordance with the principle of policy concerning the service of basic needs for the society such as health. Its implementation in Indonesia must be guided by SPM in health field set by the Central Government in accordance with article 18 of Law 23/2014 on Regional Government. Subsequently followed up by the Ministry of Health, through Minister of Health Regulation 43/2016 on MSS of Health. Graham and Hays (1986) in (Ibrahim, 2013: 15) mention "In ordinary usage, public administration is a generic expression for the whole bundle of activities that are involved in the establishment and implementation of public policy". The public administration is the whole activity related to the formation and implementation of public policy. Similarly, for the preparation of policies on MSS in Indonesia health field, such activities are part of the public administration up to its implementation.

In accordance with Anderson quoted by Wahab, "formulate policy as a step of action that is intentionally done by one or several actors with regard to the existence of a particular problem" (Wahab, 2004: 3). "The uniqueness of public administration lies in the foundation of the science of administration itself, namely politics and public policy. The uniqueness of decision-making that follows the direction of power "(Sugandi, 2011: 65). Anderson (1987: 22-42) says that "public policies are developed by governmental bodies and official," it can be interpreted that public policy is "policies developed by agencies and government officials".

Dye (2011) in Nugroho (2017: 539), attributes the notion of policy to the process of policy analysis, namely "a series of intellectual activities undertaken in the policy-making process and visualized as a series of interdependent stages arranged according to time". Prevent the policy process, as exhibited below:

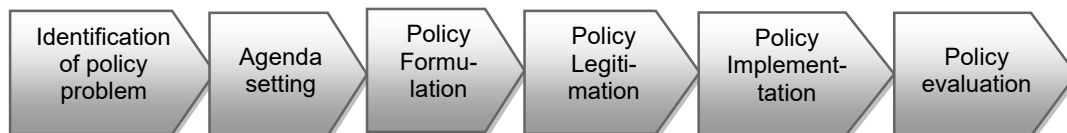


Figure 1 – Dye Policy Development

Models are tools or concepts created to facilitate in reviewing public policy. Unlike the theory which validity has been proven through empirical testing, although the model has not yet become an empirical theory, the model can still be used for guidelines in research (Brodbeck, 1959: 374) in (Winarno, 2016: 35). "Implementation is a crucial stage in the policy process" (Ripley and Franklin, 1982, in Tarigan, 2000: 14; Wibawa et al., 1994: 15). This is in accordance with the statement of Edwards III (1984: 1) that "without effective implementation, the decision of the policymaker will not be carried out properly". Sugandi's opinion (2011: 88) on implementation is "in essence also an effort to understand what should

happen after a program in the policy implemented, so that all parties must be in the same thinking, there is no difference in perception, so as to achieve goals". Regulation of the Minister of State for the Empowerment of State Apparatus Number PER / 04 / M.PAN / 4/2007 concerning General Guidelines for Formulation, Implementation, Performance Evaluation, and Revision of Public Policy in Central and Regional Government Institutions, in the general sense states that policy implementation is " activities or processes of implementation or implementation of public policies that have been established ".

George Edward III (1980: 1) asserts that the main problem of public administration is the lack of attention to implementation. The policy implementation model developed by George C. Edward III has a top-down perspective. Edward III (in Agustino, 2008: 149-154) named his public policy implementation model with Direct and Indirect Impact on Implementation. Edward requires four key issues for effective implementation of the policy, "communication, resource, disposition or attitudes, and bureaucratic structures". Models are tools or concepts created to make it easier to review public policy:

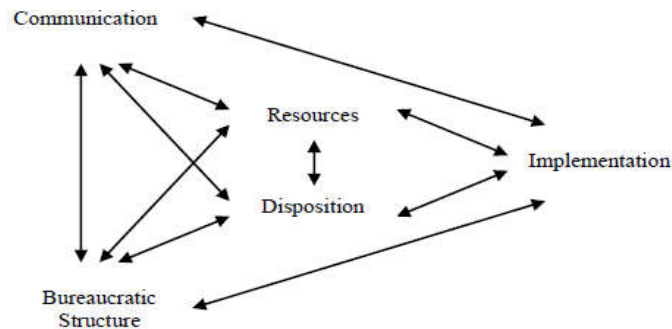


Figure 2 – Edward III Policy Implementation Model

Some policy experts have their own opinions on the determinants of success of a policy implementation. One such model has a policy implementation character identified as having a top-down, bottom-up, enforced mechanism and market mechanism pattern. Implementation of a top-down model is "a process that is implemented from the vertical and centralized side and follows the bureaucratic hierarchy" (Hill, 2009) in Yuliani (2011: 5). "The formulation of policies made by the state high institutions, the implementation, and evaluation of policies implemented by executing institutional bureaucracy" (Sabatier, 1986) in Yuliani (2011: 5). The weakness of top-down models according to Berman (1980) and Hill (2009) in Yuliani (2011: 12-13) is "very complex social reality, its own policy is also very complex, affecting many sectors and involving organizations, actors, and bureaucratic level with different goals, interests, and resources ". It proves that it is impossible for one policy to succeed if it is only implemented by a single government agency.

According to Nugroho (2017: 754), the enforced mechanism: the command and control are to prioritize the importance of public institutions as the sole institution that has a monopoly on forced mechanisms in countries that do not have incentive mechanisms to implement, but there are sanctions for those who refuse to implement or violate them. In line with the definition of the Complete Dictionary of Law (2012: 56), the enforced mechanism is supervised by policy-making schemes and conducting inherent supervision. Therefore this mechanism will be less effective if supervision and availability of resources in the field are still lacking (Aziz, 2010: 63). While the model of market mechanism: economic incentives according to Nugroho (2017: 754) is a model that prioritizes incentive mechanism for those who run the model. Those who do not run obtain neither incentive nor sanction.

METHODS OF RESEARCH

This research method is qualitative, where researchers collect data in *an emic* manner, based on a view of data source, instead of researcher's view (Sugiyono, 2015: 6). The type of research is a case study. Arikunto (2002) states that "the case study method is one of a

kind of descriptive approach, a detailed, in-depth incentive study of a particular organism (individual), institution or symptom with a narrow area or subject ". Data were collected by interview, observation, and documentation. This case study is based on existing theories. The position of utilization of existing theory is intended to determine the direction and focus of research (Gunawan, 2015: 123).

Data analysis technique used in this research is interactive model Miles, Huberman, and Saldana (2014) "activity of data analysis consists of three activity flow that happened simultaneously that is condensation data, data presentation and conclusion/verification". The data found are tested by analyzing and clarifying them with a model of George C Edward III model implementation, top-down, enforced mechanism, and market mechanism. Then test its validity with field and method sources, as well as discussions. Conclusions are interpreted from verifications that are tailored to the data and studies obtained during the study.

RESULTS AND DISCUSSION

Tourism Policy Implementation in Batu City. Communication is one of the variables that influence the success of policy implementation. Policies should be communicated to the implementers, the parties involved and the targets. Therefore policy goals and objectives can be achieved. According to Edward III communication in the implementation of the policy has 3 (three) dimensions. The first dimension of transition, this dimension requires that the policy is submitted to the implementer of the policy, but it must also be communicated to other interested parties and target groups of the policy. In the process of implementing the policy of Law number 10 the Year 2009 on Tourism in Batu City, Tourism Department communicates with the internal staff of the agency as policy implementer. Internal agency communication is done through meetings on every Monday, and also through meetings in every field. In addition, communication is also done through social media group whatsapps, there are several groups made for communication between implementers such as civil state apparatus group Batu City group echelon 2, group echelon 3, group per Unit Working Area, a structural group in Tourism Office, and sector group in the Department of Tourism. These groups are used to convey information and coordinate with other implementers. Communication-related to policy implementation Tourism law is also conducted informally to the policy implemented by meeting in person at any time.

The process of delivering information on the implementation of tourism policies other than submitted to the internal staff of the Tourism Office is also submitted to the village government, which is done by directly coming to the village or urban villages area, and the villagers are invited to the Tourism Office. In the communication process with the village government, Tourism Department also at the same time carry out monitoring and evaluation of tourism development. Communication on the delivery of information on the implementation of the Tourism Law policy is also carried out by the Tourism Awareness Group (*Pokdarwis*) that exist in every urban village and village in Batu. Communication with *Pokdarwis* is done through several ways such as holding forums and invites *Pokdarwis*, direct agency officers in coordination with *Pokdarwis* informally, and also communicating through the *Pokdarwis* forum. Communication process with *Pokdarwis* done incidentally which means it is conducted any time required.

Communication on tourism policy is also carried out to the target group, which in this case is the tourism actors. Department of Tourism to communicate with the hotel, restaurant, and tours owners in Batu City. Communication was conducted at the hotel with the delivery of information about certification. Information dissemination on the implementation of tourism policy is also conducted to Batu City community, the communication is done by the Tourism Office through *Pokdarwis* in every village and village and through the Tourism Information Center (PIP) formed by the Tourism Department. Communications to the public are conducted identically or at any time required. Based on obtained data, it can be concluded that in the process of implementation of tourism policy, communication is done according to transition dimension according to Edward III, where communication is done not only to the executor of policy but also to a related party and target group. Which in this case employees

of the Department of Tourism, rural apparatus, *pokdarwis* and actors of tourism or community in Batu City.

The second dimension in communication is the dimension of clarity. The dimension of clarity according to Edward III requires that communications be made to the implementers of the policy, other interested parties, and the target group clearly, so that policy implementer, other interested parties, and target groups understand what to prepare and do in order for the objectives of the policy to be achieved. Therefore each actor knows what the aims, goals, objectives, and substance of the policy are. Based on the field data, the communication process undertaken in the implementation of tourism policy is clear. This is reflected from the initiative action of every sector in the Tourism Office to communicate with related parties and tourism development in Batu Town. It is also reflected in *Pokdarwis* which sets up a monthly meeting forum to discuss issues in the villages and sub-districts and find solutions to the problems. *Pokdarwis* also actively communicates and coordinates with agencies and communities to develop tourism in villages and sub-districts.

Clarity of communication carried out in the process of implementing tourism policies, making the implementers, stakeholders and policy goals to understand what to do. it is illustrated by the policy adopted by *Pokdarwis* in Punten Village and the kungkuk village community by not involving the investors in the development of *kampung wisata kungkuk* (Kungkuk tourism village). This is done considering that in the implementation of tourism, the community must obtain tourism benefits and improve community welfare. The decision not to involve investors in the development of *kampung kungkuk* (Kungkuk Village), would allow the community to enjoy the benefits of kungkuk tourism village, and not become a guest in the village itself. The policy that describes the clarity of the communication process is the policy of cooperating with several hotels to develop *kampung kungkuk*, and also compare kungkuk village as an icon of Punten Village. Nevertheless balanced attention to other hamlets conducted by making them as a buffer for kungkuk tourism village. Clarity of communication to business actors is also illustrated from after the socialization of certification to the tourist hotels and restaurants owners. About 22 restaurant and hotel owners applied for certification.

The third dimension in communication is the dimension of consistency. The policies adopted must be consistent or unimpeded, therefore the implementers, stakeholders, and target groups are not confused. Based on the data in the field that the communication is still consistent, it is depicted from the activities in tourism is not out of the policy of Law number 10 of 2009 on tourism. It is also illustrated from the programs or activities that continue to lead to the development of tourism and maximize the potential that exists in Batu City, which is supported by employees of the Batu City government who are heavily involved in the process of developing tourism.

According to Edward III, human resources is one of the variables that affect the success of policy implementation. Human resources available in Batu City to implement the policy of Law Number 10 the Year 2009 on Tourism, especially in Batu City Tourism Office experience problems. This issue occurred due to existing employees graduated from Senior High School. There is lack of empowerment for internal agency in their respective office. In addition, there are employees who graduated from the non-Tourism program in University. This affects the implementation of Tourism Department program. They had to use third parties professionals in their field to become facilitators or speakers.

The lack of human resources in the Tourism Office is also evident during the policy formulation process. During planning and assessment process which involved heavy and technical nature as occurred in developing *jalibar* or *Jalan Lingkar Barat Kota Batu* (alternative route to Batu City), the Tourism Department is cooperating with third parties such as academics and consultants. This is done because there are no human resources in every field that is devoted to it. The readiness of human resources in Law No. 10 of 2009 on tourism is not only implemented on the Department of Tourism, but also other parties involved. In this case, Tourism Information Center in charge of an intermediary between the Office and the community and served as a tour guide to tourists. But 25 human resources in PIP does not possess tourist guide license. Tourism Office provides training to PIP in

response to this issue. In addition to PIP, the resources in *Pokdarwis* and community requires attention. To improve the performance of *pokdarwis* and business actors or the public, the Tourism Office creates a training program. However, the guide training for *Pokdarwis* is still not comprehensive, there's only one representative in each district.

According to Edward III, budget constraints will lead to low success in policy implementation, but it will also cause the program does not run optimally and the low disposition of policy actors. Tourism Office already has sufficient budget to implement a policy, because the budget system used by the government of Batu City is a performance-based budget. Therefore the budget is tailored to the needs of each agency. Not only in the Department of Tourism, in the development of tourist villages in Batu City also required budget resources from related parties such as village government. In Punten Village, there is no specific budget allocation for tourism development and budget fund. Punten Village is still focused on infrastructure and infrastructure development, caused by the limited funds availability in Punten Village government, as described in the presentation data.

In addition to the budget funds in the village government, budget funds from *Pokdarwis* are also needed, as *Pokdarwis* is also the implementer of tourism policy. However, *Pokdarwis* budget is very limited, because the fund for the operation comes from a self-supporting member. *Pokdarwis* also have never obtained budget from Batu City Government. Supposedly *Pokdarwis* in every village and kelurahan are allocated funding from Batu City Government because *Pokdarwis* are formed and legalized by Batu City Government.

Equipment resources according to Edward III is a means of infrastructure that can be used for the operationalization of policy implementation. Infrastructure facilities include land, buildings, and all facilities that support the implementation of policies. Based on the field data in Batu City Government and especially the Tourism Department has available infrastructure facilities such as meeting hall, farmer union hall, and motor vehicles that can be used to support the implementation of tourism policies.

According to Edward III, resources authority is an important resource, which can affect success in policy implementation. Therefore, the implementer in the issued policy should be given sufficient authority, therefore relevant parties are capable to make their own decision should a problem arises. Based field data taken in Tourism Office, each field is given sufficient authority to make a decision if there are problems that must be resolved in the implementation of tourism policy. Should a problem arise in Tourism Department, each sector is allowed to initiate a direct action, in accordance with the duties and functions inherent in each field.

Authority is also given to *Pokdarwis* in every village and urban village in Batu City. *Pokdarwis* also has sufficient authority to make decisions in the development of a tourist village in his village. Making Punten Village as an icon and other hamlets as the buffer is an example of decision making in implementing policy. The community itself as a tourist actors are also given sufficient authority to take decisions on the management of the village tour. The authority of the development of Hengkal village is entirely handed over to the community, the village office and government acts as the supervisor.

The bureaucratic structure is an important aspect of the implementation of public policy. The bureaucratic structure deals with the instrument in handling public needs. The bureaucratic structure becomes an important key to the effectiveness of public policy implementation. Often the resources to implement a policy are sufficient and the implementers know what and how to do it, have a desire to do so but it may still be that the implementation of the public policy has not been effective because of the inefficiency of the bureaucracy.

Based on the results of research conducted in Batu City as a whole the implementation of tourism development policy is organized by multilevel bureaus that cover the top level of Batu City government represented by the relevant departments of the Tourism Office. In the middle level, there is Government District Bumiaji and the bottom level is Punten Village Government.

As a top level, the bureaucracy of the Department of Tourism is divided into four areas, each of which is tasked to achieve the mission set by the Tourism Office either through a work program that has been tailored to the budget year or through the initiation of self-supporting programs from the field as well as obtained through community aspiration. The vision and mission of Tourism Department are also linearly adjusted to the mission vision of Batu City in tourism. Given the implementation of tourism policy includes multilevel government, the coordination path is also done hierarchically from the offices, sub-districts, villages to tourism villages. However, the actors not only rely on top-down hierarchy, coordination is also done in a cross-level manner. For example, the village government can also coordinate with *pokdarwis* without going through agency. Meanwhile, related to the division of authority, as the top level of the tourism office organizes the function of supervising and the main coordinator of the policy. District government acts as coordinator of *pokdarwis* forum. Meanwhile, the village as the bottom level acts as the official partner and *pokdarwis* in driving the tourism potential of the village.

Edward III in Widodo (2010: 106) mentions that the bureaucratic structure in the implementation of the policy includes aspects such as organizational structure, the division of authority, and relationships among work units in policy implementation. The first relates to the organizational structure and work procedures of the tourism office, which is divided into four fields in accordance with the agency mission. These are divided into four to ensure each mission can be derived in each fields. It is then formulated into the program and technical activities. In addition to the established programs according to the planning documents, in some areas, it is possible that the self-supporting program becomes the initiation to further optimize tourism development. This is a positive step that the Tourism Department has emerged because its performance is closely related to the existing work program, but it still allows the emergence of initiative steps if it can contribute to support the success of other programs.

Furthermore, related to the division of authority, Edward III mentions that in the bureaucratic structure also contains characteristics of fragmentation that implies that implementation contains the consequences of spreading the responsibility of a policy to several different agencies, therefore, coordination is required. The implementation of tourism development policy is fragmented at several levels of government from the top level of agency, district and village government. The multi-stakeholder division of responsibilities allows for policy distortions. The authority distortion is anticipated by the agency by establishing intensive coordination especially with village government and *pokdarwis*. A district government, in this case, does not play a big role because the coordination is more optimized by the agency is direct to the village and *pokdarwis*. However aside from top to bottom method, *pokdarwis* as an institution separate from the village can also coordinate with the agency without going through the village government. Overall, the bureaucratic structure in the implementation of tourism development policy exhibits a more flexible nature considering that coordinated coordination is not always done hierarchically but also cross-level.

Disposition factors or the willingness of the apparatus is an internal stimulus for the apparatus in implementing the policy. Government officials are often confronted with the obligation to achieve established performance targets. An apparatus is required not only to work based on the orientation of achieving the target but also to internalize the soul of devotion as well as working sincerely for the sake of the community. Therefore, the desire to work becomes the main support in creating work totality and professionalism. Overall, the apparatus possessing the desire to serve the community will encourage the success of government policy.

Commitment becomes the main benchmark on the disposition aspect of policy implementation. Tourism Department as the leading sector in tourism development policy strives to realize commitment through optimization of tourism destination development. The concrete step is to make the development of the tourist village as a priority program in Renja 2018, thus Tourism coordinate with other OPD such as Public Works Department and DGH to improve infrastructure and add tourism facilities such as for example in *kampung kungkuk*

(Kungkuk Village). Tourism Department also provides counseling in the village to empower the *kampung kungkuk* community. In addition to running a program determined by official commitment to optimize tourism development policy, Tourism Agency also initiates self-supporting activities to explore new tourist destinations.

Meanwhile, related to the commitment of the agency in running the program in a sustainable way is still not beneficial for *kampung kungkuk* community. Based on the narrative submitted by the *kungkuk* tourism manager, programs and activities derived from the agency, especially the nature of empowerment is sustainable. This is due to the lack of monitoring and evaluation of related activities. Moreover, the existence of reshuffle of employees in an agency often affects the sustainability of the program implemented, in the sense of mutations sometimes make the activities that have been running stopped and then replaced with new activities.

Disposition concerns the will, desire, and tendency of policy actors to implement the policy thoroughly, therefore, policy objectives could be achieved. Edward III in Widodo (2010: 104) explains that if effective and efficient policy implementation requires the policy implementer possessing the will to implement the policy, instead of merely acknowledging and performing work as assigned in a policy. Edward III highlights that every employee placed in a particular position should have a dedication to the policy that has been placed. Tourism department through the head of tourism product development has shown commitment and dedication to implement tourism development policy. It is exhibited the initiation to make self-supporting activities outside the work program.

Initiation of activities undertaken in the tourism product development becomes a form of optimizing the performance of the official apparatus to not only work based on the work program but also contributes to innovation activities in order to maximize the success of the policy. However, what needs to be optimized is the commitment to organizing a program based on empowerment in a sustainable manner. However, the development base of the village model makes community empowerment central to the success of the program. Not only merely speaking regarding commitment at the individual level of every bureaucrat apparatus, but the success of the policy should be the institutional commitment that involves all the employees of the department to make the policy a success. Regardless of the reshuffle or mutation of employees should not be the reason for the cessation of a program. Every policy realized through the empowerment program should be implemented continuously. Therefore throughout the implementation of the activity must be accompanied by monitoring and evaluation to measure the extent of achievement. Batu Tourism Agency needs to establish a spirit of dedication and earnest performance in implementing sustainable policies.

CONCLUSION

Based on the research and analysis, the following conclusions can be drawn:

1) Communication carried out in the implementation of tourism policy, has fulfilled the transition dimension, which means that the communication is done not only to the main actors of the policy, but also the parties involved and the target group. This involved Department of Tourism, Tourism Information Center, Punten Village Apparatus, Sadar Wisata Group and tourism actors or community. In addition, the communication has fulfilled the dimension of clarity, exhibited by the Department of Tourism, Village Government, *Pokdarwis* and community groups who already understand what to prepare and do.

2) The resources here are divided into 4 (four): human resources, budget, equipment, and authority. Human resources aspect in the implementation of tourism policy still needs to be improved considering employees of Tourism Department graduated from high school education and employees who are not in accordance with the competence of formal education.

3) In the aspect of bureaucratic structure, the implementation of tourism development policy, especially in *kampung kungkuk* involves multilevel stakeholders consisting of the city

government through the relevant office of Batu City tourism office which holds the authority as a leading sector.

4) In the disposition aspect, the commitment of the agency is indicated by the optimization of activities through the facilitation of infrastructure facilities, training, and guidance as well as initiating self-supporting activities outside the work program as an effort to support the success of the existing work program. Agency lacking in tourism development policy implementation is associated with commitment to create a sustainable program or activities. Public criticize that the government is less serious in implementing a sustainable program because the program has been run not monitored properly; therefore the benefits are not obtained by the community.

REFERENCES

1. BPS Kota Batu. (2015). Statistik Kota Batu 2015.
2. Dunn, W. N. (2003). Pengantar Analisis Kebijakan Publik. Gadjah Mada University Press, Yogyakarta
3. Hamdi, Mukhlis. (2013). Kebijakan publik, proses, analisis, dan partisipasi. Bogor: Ghalia Indonesia.
4. Hogendorn, J. S. (1992). Economic Development. Second edition. New York: Harpercollins Publishers.
5. Kartiko, W. R. (2010). Asas metodologi penelitian : sebuah pengenalan dan penuntun langkah demi langkah pelaksanaan penelitian. Yogyakarta: Graha Ilmu
6. Kuncoro, M. (1997). Ekonomi Pembangunan, Teori, Masalah, dan Kebijakan. Yogyakarta: Unit penerbit dan percetakan akademi manajemen perusahaan YKPN.
7. Miles, M. B., A. M. Huberman & J. Saldana. (2014). Qualitative Data Analysis, A Methods Sourcebook (3rd Ed). Japan: Sage Publications, Inc.
8. Moloeng, L.J. (2005). Metode Penelitian Kualitatif. Bandung: Remaja Rosda Karya
9. McFarland, C. K. (2011). Local Roles in Cultivating a Small Business and Entrepreneurial Culture. Paper presented in "Small Business and Entrepreneurship during an Economic Recovery" Conference, in Washington on December 9th, 2010.
10. Nugroho, R. (2014). Public policy, teori, manajemen, dinamika, analisis, konvergensi, dan kimia kebijakan (5th Ed). Jakarta: Gramedia.
11. Raharja, S. J. (2009). "Analisis soft system methodology (SSM) dalam pengelolaan daerah aliran sungai: studi pada sungai Citarum Jawa Barat". Jurnal Bumi Lestari, 9(1), 20-29.
12. Sugiyono. (2008). Memahami Penelitian Kualitatif. CV Alfabeta: Bandung
13. Suradi & Mujiyadi. (2009). Pemberdayaan Masyarakat Miskin. Jakarta: P3KS Press
14. Wahab, S. A. (2007). Analisis Kebijaksanaan: dari Formulasi ke Implementasi Kebijaksanaan Negara. Jakarta: Bumi Aksara
15. Wahab, S. A. (2014). Analisis kebijakan, dari Formulasi ke Penyusunan Model-Model Implementasi Kebijakan Publik. Jakarta: Bumi aksara