

CHAPTER

13

การใช้หลักธรรมาภิบาลในการวางแผน เชิงพื้นที่ของเมืองบาตู เพื่อพัฒนาเป็นเมืองท่องเที่ยว

Good Governance Perspective on Spatial
Planning in Batu City as A Tourism City

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บทคัดย่อ

การวางแผนเชิงพื้นที่ (Spatial Planning) เป็นการวางแผนที่ต้องการปรับปรุงสวัสดิการของชุมชน และเพื่อให้แน่ใจว่าสิ่งแวดล้อมที่ดีมีความยั่งยืน โดยคำนึงถึงความได้เปรียบเสียเปรียบในพื้นที่ และลดช่องว่างของการพัฒนา โดยการลดพื้นที่สลัม ลดพื้นที่ยากจนและด้อยพัฒนา นโยบายการวางแผนเชิงพื้นที่เป็นนโยบายที่จะควบคุมระดับความเสียหายด้านสิ่งแวดล้อม การพัฒนาที่ไม่เป็นระเบียบ และการเจริญเติบโตในเมืองหรือบริเวณใกล้เคียง บทบาทของรัฐบาลเมืองบาตูก็คือ ต้องยอมรับว่าเมืองเป็นบริเวณที่มีความปลอดภัย สะดวกสบาย มีประสิทธิภาพ และยั่งยืน เป็นเมืองสงบน่าอยู่อาศัย และเป็นเมืองท่องเที่ยวในจังหวัดชวาตะวันออก

บทความนี้จะใช้มุมมองการกำกับดูแลกิจการที่เป็นธรรมาภิบาลและทฤษฎีระบบในการวิเคราะห์ การกำหนดนโยบายและการวางแผนเชิงพื้นที่ในเมืองบาตูก บทความนี้เริ่มแรกจะอธิบายเกี่ยวกับการพัฒนาการท่องเที่ยว ประการที่สอง จะอธิบายเกี่ยวกับอำนาจและความรับผิดชอบของผู้มีส่วนได้เสียในการกำหนดแนวทางการวางแผนเชิงพื้นที่ ประการที่สาม จะชี้แจงมุมมองแบบธรรมาภิบาลในการวางแผนเชิงพื้นที่ในเมืองบาตูก และวิเคราะห์ปัจจัยที่สนับสนุนและขัดขวางในการวางแผนเชิงพื้นที่ในเมืองบาตูก ผลการวิจัยแสดงให้เห็นว่าเพียงปัจจัย และตัวกระทำบางอย่างก็มีอิทธิพลมากต่อการกำหนดนโยบายการวางแผนเชิงพื้นที่

คำสำคัญ: ธรรมาภิบาล/ มุมมองการบริหาร/ การวางแผนเชิงพื้นที่/ เมืองท่องเที่ยว/ เมืองบาตูก

Abstract

Spatial planning is an effort to improve the welfare of the community and to ensure environmental sustainability by taking into account the comparative advantages in an area and minimizing the development gap by reducing slums, and poor and underdeveloped areas. Regional Spatial Planning Policy is a kind of policy product to control the level of environmental damage and the disorganized development and growth in a city or regency. The role of Batu City Government is to realize Batu City space that is safe, comfortable, productive and sustainable as a superior agropolitan city and tourism city in East Java Province.

This article utilized Good Governance Perspective and System Theory to analyze the formulation of Regional Spatial Planning Policy in Batu City. This article firstly explained about tourism development, and secondly described the authority and responsibility of stakeholders in spatial planning formulation. The third part clarified good governance perspective on spatial planning in Batu City and analyzed supporting and inhibiting factors in spatial planning formulation in Batu City. The findings showed that only some actors and factors had strong influence over the formulation of Regional Spatial Planning Policy.

Keywords: Good governance/ Governance perspective/ Spatial planning/ Tourism city/ Batu city

Introduction

Spatial planning is an effort to improve the welfare of the community and to ensure environmental sustainability by taking into account the comparative advantages in an area and minimizing the development gaps by reducing slums, poor and underdeveloped areas. Urban planning is the determination, and assurance of proportional space utilization so that the area may meet aspects of economic activities, and social environment in the city. Those three aspects are very important for the safety, prosperity, and progress of the people who live in that area. The researcher surveyed at previous researches and compared with this case study to see another spatial planning problems in Batu City, namely:

1) The implementation that enabled the society to promote public participation in the planning process (such as promoting boarding house, creating souvenirs for the improvement of local products, training village people to work as guide and tourist service providers, giving some influence to investors to employ village people, and developing agricultural tourism). (Elif Gunduzi and Rahmi Erdemi, 2010)

2) Investors, and local government should properly manage the land, inside and outside the borders of a city and give optimal functionality to areas in accordance with their natural potentials. The attempts for elaborating such territorial analysis, which are considered step towards sustainable development, are financially supported by the local budgets of the administrative territorial units and other private or public bodies. And we should always remember

that development is not only designed for tourism development, but also become feasible choice and answer for future social and economic coherence and rational evolution. (Vasile Zotic, Viorel Puiu and Diana Elena Alexandru, 2011)

Batu City has very beautiful natural scenery. However, Batu City government was still not able to package and manage it well. During this time, supports from the community for Batu City development as a tourism city were still weak. Some of them were indifferent to the spatial planning development of Batu City and also the cleanliness of the city, because in general human resources of Batu City community were still weak. Majority of them had average education, not high education.

If the regulation would not formulated properly it will make bad policy implementation, because the quality of the regulations that were implemented in the the field was not good. There were so many reasons why the formulation of Regional Spatial Planning Policy was not good. The first reason was the lack the quality of human resources, especially the government officers in Batu City, while the second reason was due to the lack of participation from the policy actors and another stakeholders including social participation. If spatial planning which were concerned “plots” were not formulated and implemented properly, disorganization in the city would exist. It would make the growth of slum areas that disrupted transportation system in the city and the difficulty to overcome environmental problems and health impacts resulting from it.

Good Governance

Good governance contained two terms. The first term was the values that upheld the desire of the people and values that could enhance the ability of people in achieving self sufficiency goals of sustainable development and social justice. (Widodo, 2001, p. 23) Good governance was oriented to the orientation of ideal state directed to the achievement of national objectives. The second term was the functional aspects of effective and efficient governance in execution of duty to achieve national goals.

The realization of good governance was a responsibility of the state in order to efficient and effective keep constructive interaction between state, private and public sectors. (Widodo, 2001, p. 24) The system of good governance was encourage participate for all members of government institutions so they had a voice in influencing decision making. This was the foundation of legitimacy in a democratic system. Governance institutions should be efficient and effective in carrying out its functions, be responsive to the needs of people, facilitate and provide opportunities and implement in accordance with statutory regulations.

Characteristics of Good Governance

United Nations Development Program (UNDP) describes the characteristics of good governance as follows:

a. *Participation*. Every citizen had a voice in decision making, either directly or through legitimate intermediate institutions that represent their interests. Participation was built on the basis of freedom of association and speech and participate constructively. Participation was a process of people power empowerment in development. Participation was also one of the measurement of democracy in the perspective community awareness.

b. *Rule of law*. The legal framework should be fair and carried out indiscriminately, particularly human rights law. Principle of rule of law has the characteristic form of guarantee of legal certainty and sense of justice against any public policy that made and implemented.

c. *Transparency*. Transparency was built on the basis of the free flow of information. Processes of institutions and information were directly received by those in need.

d. *Responsiveness*: Government agencies should try to serve every stakeholder, include people or community. The government must quickly and responsive to fulfill the needs of people/ community. The government should pay attention to the people and always side with people/ community.

e. *Consensus orientation*. Good governance mediated the different interests to obtain the best option of the wide interests in terms of policies and procedures.

f. *Equity*. Equity was justice that given by the government in providing services. All citizens, both, men and women have the opportunity to improve their welfare.

g. *Effectiveness and efficiency*. Processes and institutions produced the best possible fit with what is outlined using the resources available.

h. *Accountability*. Accountability was meanted holding the calculation of the resources or authority used. Accountability was required to provide an explanation for what has been done.

i. *Strategic vision*. The public and society leaders should have broad of good governance and human development. (Widodo, 2001, p. 25)

It was concluded that good governance was attitudes, behaviors and policies that applied had impact on politics, society and economy. The information open for public, and public opportunity conducted for monitoring.

Pubic Policy

Public policy was a policy made by the government and held by government regulatory authority for the benefit of the people through various strategies and programs. Public policy was closely related with the various product policies issued by government agencies.

Policy analysis was concerned with the scientific analysis of the contents and consequences of policies, particularly in public sector management and planning. Dror (1971) defined policy

analysis as an approach and methodology for design and identification of preferable alternatives in respect to complex policy issues*.

System Theory: Model Analysis of Public Policy ———●

Policy analysis was defined as the problems and the goals that examined the arguments, and analysis implementation of the policy.

“It focuses on sets of patterned relations involving frequent interactions and a substantial degree of interdependence among the members of a system as well as established procedure for the protection and maintenance of the system” (William A Welsh_ Studying Politics. Pg -65) in Easton 2009.

Political System or the input-output approach was one derivative of the system analysis. Political system was organic consisting of various functional parts; i.e. system, input, output, demand, conversion and feedback.

Tourism Development in Batu City ———●

According to the Law No.10, Year 2009 on Tourism, it mentioned that tourism development basically constitutes the fulfillment of human rights and welfare of the community related with tourism. Tourism development was needed to encourage equity of business opportunities, to obtain the benefits, and to face the challenges of change in local, national, and global lives.

* Uraiwan, Sanghirun. *From Policy Analysis to Policy Formulation and Policy Implementation: The Perspective of The National Education Council*, Thailand.

The purposes of tourism development were: 1) to increase economic growth; 2) to improve the welfare of people; 3) to eradicate poverty; 4) to overcome unemployment; 5) to preserve the nature, environment, and resources; 6) to promote culture; 7) to raise the nation's image; 8) to strengthen the identity and unity of the nation; 9) and to promote the friendship among nations. Tourism development in Batu City could be seen on the following tables and figures which described the rapid development of tourism destination, the high number of visitors on tourism destination, hotels, and restaurants in Batu City. Tourism destination might be one or more administrative regions having tourist attractions, public facilities, tourism facilities, accessibility, interrelated community and complement realization of tourism.

Table. 1: Development of Tourism Destination in Batu City

Year	Development of Tourism Destination
2009	1) Selecta Park and Waterboom, 2) Kusuma Agrowisata, 3) Jatim Park II, 4) Songgoriti, 5) Cangar Hot Spring, 6) Batu Nighr Spectaculer, 7) Bumiaji Tourism Village Aple Picking
2010	8) Batu Seceet Zoo, 9) Beji Outbond, 10) Dhammadhipa Arana Monastery, 11) Kaliwatu Rafting, 12) Bunga Batu Rafting, 13) Banyu Brantas Rafting, 14) Coban Rondho Waterfall, 15) Coban Talun Waterfall, 16) Ingu Laut Florist, 17) Kungkuk Tourism Village, 18) Kidz Village; 19) Payung, 20) Banyak Mountain Paragliding, 21) Offroad Motocross
2011	22) Bulukerto Rabbit Farm Village, 23) Gunung Sari Tourism Flower Village, 24) Eco Green Park, 25) Sumberjo Tourism Village Vegetable Picking, 26) Central Square of Batu City
2012	27) Teras Tourism Village Vegetable Picking

Source: Document of Departement Tourism and Culture Batu City, 2012

Tourism development in Batu City could be seen by increasing the numbers of tourists who stayed in hotels and who visited tourism destination in Batu City as shown in table 2 and table 3.

Table. 2: The Number of Tourists Who Stayed in Hotels, in Batu City Between 2009 and 2012

Month	2009	2010	2011	2012
January	31,689	32,743	26,014	35,231
February	27,663	28,319	26,333	34,864
March	29,625	29,711	28,036	35,705
April	28,974	29,655	21,169	38,381
May	29,035	31,371	26,994	43,787
June	39,765	41,017	39,291	56,403
July	39,409	40,666	41,636	44,856
August	30,149	26,599	18,858	37,520
September	35,502	31,226	30,870	32,194
October	40,586	36,913	30,812	32,536
November	37,505	38,674	20,757	32,302
December	45,430	50,372	26,707	38,909
Total	415,332	417,266	337,477	462,688

Source: Data of Guest Visits at All Hotels in the Batu City in the Document of Tourism and Culture Department Batu City, 2012

In the table 2, we could see that between 2009 and 2012 the number of tourists who stayed in hotels in Batu City had increased except for the year 2011. In 2011, the number of tourists dropped sharply from the former year by reaching at 337,477 people. However in 2012 the number of tourists who stayed in hotels in Batu City rebounded increase rapidly up to 462.688 people.

In the table 3 we could see the numbers of tourists visiting tourism destinations in Batu City between 2009 and 2012. In 2009 the numbers of tourists reached 3,091,031 people. The numbers continued decline from year to year, and the lowest number of tourists was in 2012 that only reached 1,427,035 people. The Progress of Tourists Visiting Tourism Destinations in Batu City in 2012 only reached 48.25% of the total tourists in 2009.

Table. 3: The Number of Tourists Visiting Tourism Destinations in Batu City

Month	2009	2010	2011	2012
January	258,050	225,579	170,233	132,219
February	155,058	105,193	115,768	66,196
March	217,519	87,652	125,487	78,288
April	223,667	101,692	127,271	103,619
May	354,999	190,308	236,107	162,513
June	445,817	218,545	262,346	167,112
July	396,354	200,981	161,957	109,877
August	321,525	110,758	57,152	202,842
September	202,457	224,844	221,499	108,763
October	160,756	177,864	132,122	82,153
November	161,478	171,440	130,691	94,645
Desember	193,351	326,010	220,926	118,808
Total	3,091,031	2,140,866	1,961,559	1,427,035

Source: Document of Tourism and Culture Department Batu City, 2012

The number of tourists visiting tourism destinations in Batu City was decreasing from 2009 to 2012 majority because of the lack of innovation from tourism destinations it self. Therefore the tourists felt bored and did not visit the same tourism destinations again.

The Authority and Responsibility of Stakeholders in Formulating Spatial Planning

Authority was a kind of power or right to give orders, to make decisions, and to enforce obedience. Responsibility was the fact of being accountable or being blamed for something. City Spatial Planning Policy was the direction of regional development formulated by the city government in order to achieve the objectives of city spatial planning in the period of 20 (twenty) years. Batu City spatial planning aimed to realize Batu City space that was safe, comfortable, productive and sustainable as agropolitan city and tourism city superior in East Java. Some government institutions had their authorities and functions to jointly formulate spatial planning. They were assigned as draft makers and to give critiques and suggestions, and to legalize policy which was been proposed and processed as a local regulation. Based on the research results, the chronology in making Regional Spatial Planning Policy (RTRW) was follows:

- a. Bappeda contracted consultants to make the books of spatial planning policy. The consultants who were experts from various disciplines consisted of 10 people. Their expertises included: a) Urban Design, b) Environment and Agriculture, c) Public Policy, d) Laws, e) Geodhesi/Mapping, f) Civil Engineering, g) Mapping Landscape, h) Tourism, i) Transportation, j) Architecture.

At First Step, consultants should prepare a draft, namely “Preliminary Report”, that contained consultant working methods concerning assessment methods and working limitation. The draft would be criticized by Local Spatial Planning Coordination Agency of Batu City (BKPRD). After being approved, the results from the Preliminary Report would be developed to the next stage called “Analysis of the Facts”.

Second, Analysis of the Facts was form detailed portraits of Batu City reality that concerning in spatial planning. And then draft would be criticized by Local Spatial Planning Coordination Agency of Batu City (BKPRD). After being approved, the results from the analysis of facts would be developed to the next stage called “Planning Report”.

Third, Planning Report was contained the solutions from each spatial planning problems. So the 10 experts consultant created solutions of every spatial planning problems and made this as a report. And then draft would be criticized by Local Spatial Planning Coordination Agency of Batu City (BKPRD). After being approved, the results from Planning Report would developed to the next stage called “Middle Report”.

Fourth, Middle Report was a kind of full report of spatial planning (every details development of previous reports). And then draft would be criticized by Local Spatial Planning Coordination Agency of Batu City (BKPRD). After being approved, the results from Middle Report would developed again to the next stage called “Final Report”.

The last, Final Report was contained the entire processes and stages of composing draft of spatial planning policy which was made by consultants and criticized by Local Spatial Planning Coordination Agency of Batu City (BKPRD).

b. After the final report being approved, the report would be tested with the public called “public test”. Public test that was introduced, to socialize, criticism and suggestions from all levels of society in Batu City. It started from rural/village communities and district officials, academics, private sector (the owners of the hotels, restaurants, SMBs) and local high officials, etc.

c. Test results from the “public test” in the Batu City had to be introduced to the neighboring city (which has border with Batu City) for socialization. Results from the “public test” should not conflict with existing policies of the neighboring cities, and results of the public test should support each other between Batu City and the neighboring cities. After the results of “public test” were approved by the neighboring cities, it would get an official letter from each city. And Batu City government would receive formal letters of recommendation, and then sent to Local Spatial Planning Coordination Agency at the provincial level (BKPR Prov) of East Java.

d. Test results from the “public test” in Batu City and the letters of recommendation from the neighboring cities sent to Local Spatial Planning Coordination Agency at the provincial level of East Java would get an approval and the recommendation from East Java Governor. After getting approval and the recommendation from East Java Governor, the policy output or the “Draft of Spatial

Planning Batu City” would be sent to the Ministry of Public Works of the national level to be discussed again in Local Spatial Planning Coordination Agency at the national level or BKPRN to get approval and the recommendation from Ministry of Public Works.

e. After getting approval and the recommendation from Ministry of Public Works, the “Draft of Spatial Planning Batu City” would be brought to the Special Committee (Pansus) in Local House of Representatives in Batu City. Special Committee had to criticize again that “Draft of Spatial Planning Batu City”. After draft being criticized by Special Committee (Pansus), the draft of local regulations that included spatial planning Batu City would be approved by the Head of Local House of Representatives of Batu City through the plenary meeting.

f. The results of local regulations concerning with spatial planning of Batu City which is discussed in the plenary meeting would be brought to the Provincial Legal Bureau to criticize again. After the results of local regulations that concern about spatial planning Batu City completed criticized by Provincial Legal Bureau would bring back to Batu City and validated as “a new local regulation”. After officially became the new local regulations then socialized to the the public and all stakeholders through newspapers, TV, and radio. New Spatial planning regulations that recently inaugurated would be implemented in spatial arrangement for 20 years.

Good Governance perspective on spatial planning in Batu City as tourism city by stakeholders

Policy input greatly affects the policy output through conversion process. The policy output greatly affects environment and than gives feedback to the systems. There was good policy if input, processes properly would produce good policy output, and reflect good feedback to the systems. This because the four stages are very closely related and could not be separated from one another.

Researcher used the six characteristics of good governance which closely related to this case studies that researcher took in the research “Good Governance Perspective on Spatial Planning in Batu City as a Tourism City”. The six characteristics of good governance, namely: (a) Transparency; (b) Rule of law; (c) Openness; (d) Participation; (e) Accountability; And (f) Responsiveness. The detail explanation of relationship of this six characteristics of good governance with the policy formulation process in spatial planning policy in Batu City as follows:

a. *Transparency*. Transparency was built on the basis of free flow of information. Processes of institution and informations were directly received by those in need.

b. *Rule of law*. The legal framework should be fair and carried out indiscriminately, particularly human rights law. Principles of rule of law had the characteristic form of guarantee of legal certainty and sense of justice against any public policy that was made and implemented.

c. *Openness*. The decision-making institutions should work in open manner. Government should actively communicate with the other stakeholders, such as society, private sector and NGOs about what government should do and should decide.

d. *Participation*. Every citizen had voice in decision making, either directly or through legitimate intermediate institutions that represent their interests. Such participation was built on the basis of freedom of association, speech and constructive participation. Participation was also empowerment process of people power in the development and community participation or community awareness. Participation was also one of the measurement of democracy.

e. *Accountability*. Accountability was hold the calculation of the resources or authority that used. Accountability was required to provide an explanation for what had been done.

f. *Responsiveness*. City government should try to cater every stakeholder. Government should respons quickly to the needs of the community. Government should pay attention to the people.

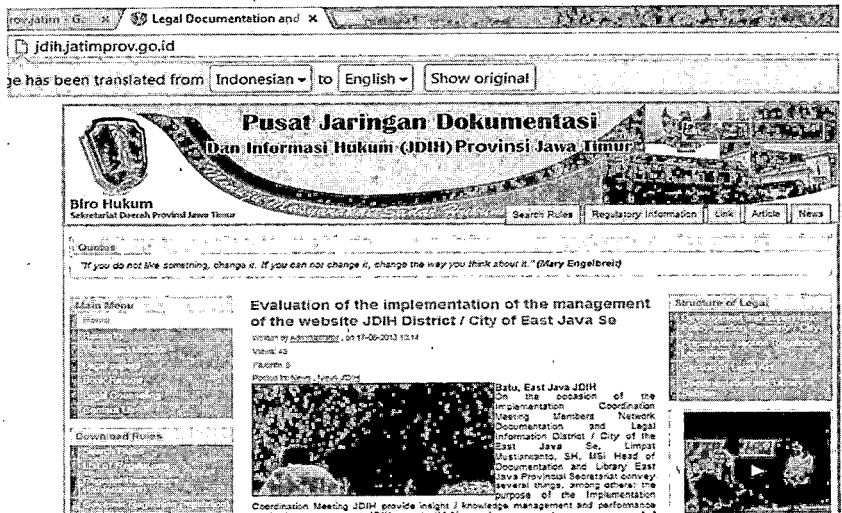
Based on the research results and all of datas, we could learn about the six characteristics of good governance that still weak in processes of spatial planning policy formulation in Batu City as tourism city. We could also identify which aspects that had passive role in the formulation of spatial planning in Batu City. Thus, we could conclude that:

Transparency

Transparency aspect was quite good, except for Tourism and Culture Department who had not implemented transparency because they were still drafting tourism policy to be later adjusted. Transparency from various stakeholders could be seen from their solid cooperation in the public tests and how they broadcast in the local TV station, and radios. When the policy was passed and validated by the Local House of representative (DPRD), they would publish it in the local newspapers, official Municipal website, and official Provincial website of East Java Province, as in figure 3 in the next page.

On www.jdih.jatimprov.go.id, every people had privilege to download all of the local regulations that produced by each districts or cities. There was no limitation for people to access the contents in that website because it would made the people to became more awareness on the laws and regulations. Beside that, it would be minimized dissatisfaction or protests towards the Batu City government policies. Batu City government, especially through Human Settlement and Spatial Planning Department that would be provided socialization through spatial planning maps to every villages in Batu City.

Figure. 1: Official Website of the Provincial Government of East Java



Source: www.jdih.jatimprov.go.id, 2013

Rule of Law

The characteristic of Rule of Law was the legal basis or formulation foundations of regional spatial planning policy, namely Act No. 26 Year 2007 on Spatial Planning and Regulation of the Ministry of Public Works No. 20 Year 2011 on regional spatial planning policy and detailed urban spatial planning.

Openness

Openness characteristic had been impressive because all government institutions who were became the subject of this research had shown open attitude to the societies, NGOs, and businessmen who want to access their datas, as long as they follow the existing procedures and regulations. These institutions had provided positive responses to society who wanted to express their assumptions and freedom of speech in form of suggestions and criticisms in the Public Test forum before the policy draft was validated.

Participation

Participation was needed in policy formulation and implementation on spatial planning policy of Batu City to make a good policy input and policy process. If there was no participant in policy formulation and implementation, then the policy could not be formulated and implemented. However, in terms of participation, had not been so good because the society still passive and tend to just follow the government policy without criticize the essence of the policies becuse of the weak of human resources of Batu City people.

Other government institutions from Bappeda, had participated by provide inputs and suggestions on the policy drafts that being tested. They also tend to be passive when there was no policy product presented. They only wanted to criticize and give suggestions when there was policy drafts being publicly tested without any initiatives to give inputs and suggestions. If this condition continues, it would be produced negative impacts in the Batu City development

because it lack of inputs for their policies. Without sufficient inputs it would negatively affect policy process and policy outputs and it would given adversely affect to the society itself.

Accountability

Accountability was needed in every stage of policy making, not only in policy formulation and implementation because the government should be responsible with the decision that taken in every stage of policy. In terms of accountability, all institutions had been worked very well according to their own tasks and functions and had been supported one another.

Responsiveness

Responsiveness was needed, especially in the process of policy formulation. Government policy should encompass all inputs from all stakeholders, especially from the society. Therefore, the government had to responsive to the complaints or problems that exist in the community. The government had to quick and responsive to answer the needs of the community. This responsive attitude had been shown in almost all institutions in Batu City. In general, they had been responsive and listen the aspirations and complaints of society. The most prominent responsive attitude of all institutions had been shown during the Public Test. All stakeholders were invited, including private sector. In the Public Test, they could freely provide criticisms and suggestions or inputs on the policy draft that being tested.

The supporting and inhibiting factors in formulating spatial planning in Batu City

In any policy formulation was not running smoothly, because there were obstacles in it. Based on the research results and all of datas, many stakeholders that explain the inhibiting and supporting factors in formulating of spatial planning in Batu City, namely:

- a) The indifferent attitude of Batu City's society to follow the spatial planning regulation;
- b) The weak human resources of Batu City's people to give criticisms, and suggestions about development of spatial planning;
- c) The weak of human resource of Batu City's government officers especially Local House of Representatives Officer (DPRD Officer) in urban design science or spatial planning science, so it made hard to solve the problems in spatial planning.

Tabel. 4: End Year Poppulation by District and Sex in 2010 and the total poppulation in 2009 and 2008 in Batu City

No.	District	Male	Female	Total
1	Batu	49,686	48,811	98,497
2	Junrejo	25,640	25,092	50,732
3	Bumiaji	29,847	29,290	59,137
	Batu City 2010	105,137	103,193	208,366
	Batu City 2009	104,419	102,561	206,980
	Batu City 2008	93,195	90,915	184,110

Source: End Year Poppulation Registration 2010, in Batu City in Figures 2011

At tabel 4, we could see the total population in Batu City always increase from year to year, therefore contribute to increment population density in each district. Batu District had the highest population density compared to other districts, amount to 1,783 people/km² with total area of 45.46 km². While the lowest population density amount to 401 people/km² located in Bumiaji District.

Table. 5: Special Committee Members of Local House of Representatives of Batu City For Discussing Local Regulation Draft on Spatial Planning of Batu City Year 2010-2030

No.	Position in Special Committee	Name	Element
1.	Leader	Dr. Sunardi, SH, M.Hum	Demokrat Faction
2.	Vice	Simon Purwo Ali	PDI Perjuangan Faction
3.	Secretary	Ir. Dewi Kartika	Golkar Faction
4.	Committee	Drs. Wito Argo	PDI Perjuangan Faction
		Shanti Vitria Dewi, ST, SH	Golkar Faction
		Dr. Sugeng Hariono	Hanura Faction
		Sugeng Minto Basuki, SH, MM	Amanat Nasional Faction
		Heli Suyanto	Hanura Faction
		Yani Andoko, SH	Keadilan Nasional Faction
		Juhaimi, ST	Keadilan Nasional Faction
		Siti Saudah, S.Pd	Karya Indonesia Baru Faction
		Hari Purwanto, SH	Karya Indonesia Baru Faction

Source: Appendix to the Decree of Local House of Representatives Number 11, Year 2011



In the table 5 we could see more detail about Special Committee (Pansus) Members of Local House of Representatives in Batu City. All of Special Committee (Pansus) members came from politicians. There was no academicians in the structure organization of Special Committee (Pansus) members in Local House of Representatives of Batu City. So because of that in Local House of Representatives of Batu City still lack of human resources that focus on urban design and spatial planning. Special Committee (Pansus) members were not practitioner so that they were still weak to solve the problems about urban design, especially about spatial planning formulation or spatial planning policies.

Educational background in government institutions in Batu City, especially from Local House of Representatives (DPRD) Batu City, Local Development Planning Agency (Bappeda) Batu City, Human Settlement of Spatial Planning Departement Batu City and Tourism and Culture Departement Batu City, almost at each government institution still lack of expert or human resources. For more detail, we could see in table 6 in the next page.

Table. 6: The Number of Civil Servants Under the Local House of Representatives Batu City (I), Local Development Planning Agency (II), Human Settlement of Spatial planning Department Batu City (III), Tourism and Culture Department Batu City (IV) Seen from Their Educational Background, 2010

No.	Level	Total			
		I	II	III	IV
1	Elementary School	1	-	38	-
2	Junior High School	2	-	47	-
3	Senior High School	15	7	82	18
4	Diploma 1/ Diploma 2	-	-	-	-
5	Diploma 3 / Diploma 4	1	6	5	12
6	S1 (Bachelor Degree)	20	36	51	23
7	S2 / S3 (Master Degree/ Doctoral Degree)	5	13	9	10
	Total	44	62	232	63

Source: Batu City in Figures, 2011

In the table 6 almost all of government institutions only had less than 15 people experts in each institution. In the Local House of Representatives (DPRD) Batu City only had 5 experts only. In the Local Development Planning Agency (Bappeda) Batu City had 13 experts. In the Human Settlement of Spatial Planning Department Batu City had 9 experts only, and in the Tourism and Culture Department Batu City had 10 experts. The smallest number of expert namely at the Local House of Representatives (DPRD) Batu City. This institution only had 5 experts.

To develop Batu City its needed superior human resources. The superior human resources was needed to face the challenges and problems of development in Batu City, especially at spatial planning formulation. Education was one of the main components of development that could produce qualified human resources. Education had important role in improving the quality of human as resource and became the central point of development. With qualified human resources, all the challenges and problems of spatial planning formulation would be easily solved.

The supporting factors in formulating of spatial planning in Batu City, namely:

a) A good flow information and communicative between all of stakeholders, especially among local work units (SKPD);

b) A good partnership among all of governmental institutions, such as Bappeda, Human Settlement and Spatial Planning Department, Tourism and Culture Department, Local House of Representatives (DPRD) of Batu City, expert staffs, societies and privat sectors, and

c) Obvious legal products, namely Regional Spatial Planning Policy, which made easier for society to get clear understanding about the rule of Regional Spatial Planning Policy in Batu.

Conclusion and Recommendation

The interaction within the network of various stakeholders in formulating spatial planning of Batu City as tourism city:

a) Batu City Mayor as a person in charge (that have visions and missions) in spatial planning development of Batu City;

b) Local Secretary of Batu City as a leader of Local Spatial Planning Coordination Agency (BKPRD), namely the institution that had responsibility about the formulation of regional spatial planning policy in Batu City;

c) Local House of Representative (DPRD) as legislator of Regional Spatial Planning Policy Batu City;

d) Regional Development Planning Agency (BAPPEDA) as an institution that process Regional Spatial Planning Policy formulation. Regional Development Planning Agency (BAPPEDA) process all draft inputs from all local government institutions to become a local regulations. The role and responsibility of Bappededa could be described as the “chef” policy who concocts and formulates policies;

e) Human Settlement and Spatial Planning Department of Batu City as implementor or the local government institution that monitor the implementation, and evaluator of Regional Spatial Planning Policy in Batu City; Tourism and Culture Departement, societies in all of levels, and business sectors were stakeholders in Regional Spatial Planning Policy formulation in Batu City.

Spatial planning in Batu City as tourism city in the perspective of Good Governance: 1) Transparency aspect was quite good except

for Tourism and Culture Department who had not implement transparency, because they were still drafting tourism policy to be later adjusted with the policy of the incumbent Mayor; 2) The characteristic of Rule of Law was clear as foundations formulation of regional spatial planning policy; 3) Openness characteristic had been impressive because all government institutions who were as the subject of this research had shown open attitude to societies, NGOs, and privat sectors who want to access their data; 4) All of government institutions had participate provide inputs and suggestions on the policy drafts that being tested. They also tend to be passive when there was no policy product that presented.; 5) In terms of accountability, all institutions had been working very well according to their own tasks and functions and had been supporting one another; 6) This responsive attitude had been shown in almost all institutions in Batu City.

From the conclusions that had been derived above, there were some suggestions which could be proposed for consideration. Those suggestions as follow:

1. Batu City government and all of local work unit (SKPD) had to improve the socialization and give many information concerning with regional spatial planning policy and all of the roles in regional spatial planning policy. It could be improved deep understading about regional spatial planning policy of Batu City's people especially for the people who live in villages and come from low class. And it would make them obey regional spatial planning policy, so that there was no violation and conflict about spatial planning.

2. Batu City government and all of local work unit (SKPD) had to improve the socialization to increase the level of participation in term of societies and private sectors. Batu City government had to give deep explanation to them that participation (such as give criticisms and suggestiosn to Batu City government) was very important as an policy input to arrage the local policy regulation. Batu City government had to explain that the participation of the very important in Public Test to get a good policy input, to improve the quality policy formulation spatial planning, and improve the accountability and also transparency of Batu City government in formulate spatial planning policy.

3. Batu City's government officers (especially the member of Local House Representatives) should join in short course continously, and comparative study to the others cities to improve them understanding about urban design science and regional spatial planning policy. In government level, the quality of human resources was very important, because human resources were a tools in product some policies and an activator, and determine production process. Human resources brought the main role in determine progress and development of governeemnt institution. Therefore, the progress of governeemnt institutions development determined by the quality of human resources inside of governeemnt institutions.

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