

Relation Model Between the Central Government and Local Governments in Lake Toba Tourism Development Related to the Implementing Agency of the Lake Toba

Guntur Khayangan Sitompul, Erika Revida, Hatta Ridho and Tengku Irmayani
*Master Program of Development Studies, Faculty of Social Science and Political Science,
Universitas Sumatera Utara, Indonesia*

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Abstract: Tourism in Indonesia is still experiencing overlapping authorities both between the central and local governments, also occurs in the provincial government and district/city governments. Problems that occur between governments must be resolved properly because tourism in the current government era is a priority. Meanwhile, the development of tourism destinations has become one of the priority programs of the central government during the Jokowi administration (2014-2019). One of the government's programs is the establishment of an area of 10 new tourism destinations called the "10 Balis". The ten new Balis include: Lake Toba, Tanjung Kelayamg, Tanjung Lesung, Pulau Seribu, Borobudur Temple, Mandalika, Mount Bromo Tengger, Wakatobi, Labuan Bajo and Morotai. However, with the passage of time, the government. These tourist destinations still have several problems that need to be addressed by local and central governments such as not being supported by equitable and adequate development, the absence of modernization of tourist areas, there are still differences in each region in offering tourism products. Cooperation relations between the central government and local governments must be formed to be able to develop tourism, this relationship is in the form of cooperation including through coordination, synchronization, commitment and agreement and clean governance from both regional and central governments. This study uses qualitative methods, namely research procedures that prioritize descriptive data in the form of written or oral data, from people and related institutions that are observed.

1 INTRODUCTION

1.1 Background

There is a post-reform government dynamic with the establishment of regional autonomy in Indonesia. An important change to study in this dynamic is the development of relations between the central and local governments. The relationship between the center and the regions in a decentralized government system is by handing over government affairs based on broad, real and responsible autonomy (Huda, 2007).

Regional autonomy is the right, authority and obligation of the region to be able to run, regulate and manage its own government affairs. Law Number 22 of 1999 concerning the implementation of regional autonomy which was later amended into Law Number 32 of 2004 and Law Number 23 of 2014

concerning regional government. After the implementation of autonomy, the regions are given autonomous rights by the central government to be able to regulate and run the wheels of their own government. In this case, the rights and powers given are mainly in managing natural wealth and the economy of their own household (Safitri, 2016).

Indonesia as a unitary state distributes power based on the relationship between the central and regional governments which are arranged in a decentralized and centralized system (Saiman, 2017). The decentralization system does not mean to break the relationship between the central government and local governments. The implementation of this decentralized system is expected to open up cooperation between government units.

The relationship between the center and the regions has long experienced ongoing ups and downs. The ups and downs that occur are caused by the tug of war between the central government and local

governments. The central government has an interest in the region, not only in the use of resources and regional exploration but also to control the region so as not to cause national disintegration and remain part of the Unitary State of the Republic of Indonesia (Akbar, 2006).

The division of authority between the central government and local governments, in the tourism sector, overlaps between the provincial and district/city governments. These overlapping problems must be resolved because tourism has become a development priority that can contribute to the growth of Gross Domestic Product (GDP), and create jobs (Irawan, 2020). The legal basis for harmonization of authority between the Central Government and Regional Governments is regulated in Law No. 10 of 2009 concerning tourism. Article 5f of the tourism law states that tourism is carried out with the principle of ensuring integration between sectors, between regions, between the center and regions which are one unit within the framework of regional autonomy and also integration between stakeholders (bumn.go.id accessed on 24/6). /2022. At 15.33 WIB).

Meanwhile, Article 6 of the Regional Government Law stipulates that the Central Government establishes policies as the basis for carrying out government affairs. Article 7 of the Act also explains that the Central Government conducts guidance and supervision over the implementation of government affairs by the regions and also determines that the President has final responsibility for the administration of government affairs carried out by the central and regional governments (peraturan.bpk.go.id Accessed on 24/6/2022 at 16:09 WIB).

To accelerate the development of the Lake Toba area as a tourist destination, the government established the Lake Toba Authority Agency. The organizational structure of the Agency consists of a Steering Committee led by the Coordinating Minister for Maritime Affairs and the Implementing Agency for the Lake Toba Authority led by a director. The establishment of the Authority Agency aims to minimize overlapping authorities as stipulated in the Regulation of the Minister of Tourism concerning the Lake Toba Authority (Regulation of the Republic of Indonesia Number 13 of 2016 concerning the Organization and Work Procedure of the Implementing Body of the Lake Toba Authority). Article 24 of the Minister of Tourism stipulates that in carrying out his duties, the President Director is obliged to apply the principles of integration, coordination, and synchronization with the head of

the work unit within the Ministry of Tourism and also with relevant agencies in accordance with their field of duty.

The formation of the Authority Body received mixed reactions. The Regent of North Tapanuli, for example, is of the opinion that the formation of the Lake Toba Authority Agency (BODT) is inappropriate because it will cause overlaps in each district. The Regent suggested that it would be more effective to establish tourism zoning in each district located in the area around the lake (Republika.co.id. accessed on 24/6/2022. 16:24 WIB). A louder voice came from the Head of Legal Affairs of the Lake Toba Lovers Foundation who argued that the formation of BODT violated the law (Sinar Keadilan.com. accessed on 26/6/2022. 16:26 WIB).

Meanwhile, the Deputy Chairman of Commission B of the North Sumatra Regional House of Representatives (DPRD) is of the opinion that the formation of the BODT needs to be carried out by law, not just a Presidential Regulation. The reason is that BODT will synergize with the provincial government and seven districts established by law (Jurnalasia.com accessed on 24/6/2022. 16:29 WIB). Meanwhile, Member of the House of Representatives Commission V, Sahat Silaban, suggested that a Lake Toba Area Development Agency be formed to replace BPODT. The agency is led by the Head of the Agency who reports directly to the President so that he can coordinate regional heads in the Lake Toba area (Kompas.com. accessed on 24/6/2022. 16:32 WIB).

The view that criticizes the formation of the Lake Toba Authority Agency is motivated by the relationship between the center and the regions where the formation of the Lake Toba Authority is a form of distrust of the central government to local governments. The presence of BPODT does not necessarily answer big issues regarding where to take tourism policy in North Sumatra, especially in the Lake Toba area, there is even a thought that this Authority Agency is a business area for central people who take advantage of regional potential.

In addition, the tourism culture of the local community is also in the spotlight. The tourism culture in the Lake Toba area has not been well formed, this will become a challenge in the future because the community is the most important part in managing tourism in the Lake Toba area. In addition, other issues such as the economic rights of the community also surfaced. With the existence of an authority body, it is an entry point for investors, especially foreign investors, so that local people seem to be victims of the activities of this Authority.

Concerns about overlapping authorities between institutions in Lake Toba also arose because previously there was an Authority Body, a number of institutions had existed and were active around Lake Toba. One of them is the Coordinating Board for Conservation of the Lake Toba Area Ecosystem or BKPEKDT which was formed by the Governor of North Sumatra with Decree N0.062.05/245/K/Year 2002 dated 2 May 2002 (authorita-asahan.go.id).

Article 24 of the Minister of Tourism of the Lake Toba Authority requires that the main director apply the principles of coordination, integration and synchronization with the leadership of work units within the Ministry of Tourism and with related agencies according to their field of duty. One of the duties of the steering board is to synchronize the policies of ministries/agencies and local governments regarding the management, development, and development of the Lake Toba tourism area. The Implementing Agency for the Lake Toba Authority as an institution for the development of Lake Toba tourism is tasked with coordinating ministry programs in the development of the Lake Toba area. So that it can be said that BPODT is an extension of the arm to coordinate ministry programs to local/city/district governments. (See Presidential Regulation Number 49 of 2016). Meanwhile, district governments also have the authority to determine regional development, formulate long-term and short-term regional development policies and regional development plans.

The development and development of the Lake Toba area itself refers to the master plan for development and development which is jointly prepared by the Central Government/Ministry, Regional Government/Provincial Government, and Regency/City Government, the private sector in this case is the tourism industry players and the surrounding community. a tourist attraction that is directly affected by the planned development and construction of the Lake Toba tourist attraction. The master plan that was prepared was named "Integrated Tourism Masterplan for Lake Toba". (Wulandari, et al, 2021). The existence of understanding and trust from the local government, the community and the private sector will directly affect the performance of BPODT, one of which is by making breakthroughs in policy regulations and coordinating infrastructure improvements.

With a large area, of course there can be obstacles in the process of developing and developing Lake Toba. These obstacles include public understanding of tourism, lack of access to information in the process of formulating and implementing policies

issued by BPODT. This condition can lead to conflicts between the Agency and the local government as well as with indigenous peoples regarding land disputes.

The community is a great potential in all aspects of tourism development. Community participation has an important role in various government policies and plans, including monitoring and evaluation, as well as in decision-making processes. This potential can be realized by providing space for the community to participate, gather and determine the future.

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1.2 Formulation of The Problem

1. How is the relationship between the central government and local governments in the development of the Lake Toba tourism industry in relation to the Implementing Body of the Lake Toba Authority?
2. Why is the Implementing Body of the Lake Toba Authority not yet optimal in implementing the development of the Lake Toba tourism industry?
3. What is the relationship model between the central government and local governments in the development of the Lake Toba tourism industry related to the Implementing Body of the Lake Toba Authority?

1.3 Research Purposes

1. Analyzing the relationship between the central government and local governments in the development of the Lake Toba tourism industry related to the Implementing Body of the Lake Toba Authority.
2. Analyzing the not yet optimal implementation of the Lake Toba Authority in developing the Lake Toba tourism industry.
3. Finding a model of the relationship between the central government and local governments in the development of the Lake Toba tourism industry related to the Lake Toba Authority Implementing Body.

2 THEORETICAL FRAMEWORKS

2.1 Regional Autonomy Concept

Decentralization has become a policy choice in many developing countries. This idea is an instrument that can form an effective, efficient, responsible and accountable government which has become a strong stimulant for countries that implement it. However, theoretically and empirically decentralization is still the pros and cons. Some argue that implementing decentralization can be both positive and negative for the country that implements it.

The concept of decentralization itself is often understood partially and not holistically. However, from a principle point of view, the idea of decentralization stems from the structure of a centralist political system. This is due to the centralist political structure which tends towards uniformity/centralization of political power in the hands of the central government, while decentralization proposes an idea of uniformity of power and authority between the central and regional governments (Yakub, 2018).

Various thoughts on regional autonomy indicate that the policy issue is related to empowerment, which means giving power and authority to local communities to take the initiative and make decisions in managing the interests of the community. Empowerment will enable local government institutions and communities to have access not only to decision-making at the local level but also to have access to decision-making at the central level related to the interests of the people and the region. The urgency of decentralization and regional autonomy in Indonesia is implemented through a local perspective. This perspective is in terms of treating diversity, strengthening unity, protecting national stability, social harmonization, while maintaining the relationship between the central and regional governments equally by advancing development policies from the periphery to build social justice for local communities (Yakub, 2018a).

The regional autonomy policy gives very broad autonomy to regions, especially cities and regencies. Regional autonomy is implemented in order to restore the dignity of the people in the regions, provide opportunities for political education in order to improve the quality of democracy in the regions, increase the efficiency of public services in the regions, and increase the acceleration of development. in the regions, and in the end the

creation of good governance (Habibi, 2015). According to Piliang (in Chalid, 2010) decentralization and regional autonomy are a form of a system of transferring power in government affairs and delegating authority to the regions under them. At the lowest level, autonomy means referring to the manifestation of the free will inherent in humans as a gift given by God. Free will can be an attraction for humans to explore all the potential that exists in humans and actualize them to the fullest. Starting from each of these autonomous individuals who then form a community and become a superior nation.

2.2 Power Relations

Overlapping of authorities, coordination that does not work at the central and local government levels is a. One sign of weak coordination and synergy between governments, between ministries or government agencies. In order to implement good coordination and achieve synergies between ministries and between governments, it is necessary or necessary to evaluate the intergovernmental authority as well as policy changes that have resulted in the strategic service sector not running well.

The government must be run in a transparent, efficient and responsible manner. In addition, local governments and local communities are given space to be able to innovate with choices and governance tailored to the needs of the region. This condition has been given to Aceh, DIY, DKI Jakarta and Papua. Centralization is a model in local governance. As a model that has a political goal, namely, integration and legitimacy for a national government. By implementing decentralization, regions that have characteristics, religion, ethnicity, ethnicity and language are factors in the formation of a nation. At the same time, decentralization can also realize the desire of the regions to determine the realization of regional development, both physical development, community development and the creation of clean government (Lating, et.all, 2021).

Countries whose existence has been accepted as an undeniable building sometimes do not exist by the community. Its existence is realized if its role has touched every individual and there is a clash between the individual and the power holder. The presence of state power in various forms. However, the presence of the state may also not represent the interests of the community so that its existence or the presence of the state may clash with a group of people who call themselves representatives of the community. (Triantini, 2019).

Power, when used as a unit of systematic analysis of politics, will be a concept with great meaning. Changed from its unclear and vague nature. In this study the author uses the theory of power relations from Michael Foucault and other political thinkers such as Wright Mills. Michael Foucault describes that power (power) works without being noticed by the people around him. While Mills describes human power is limited by the environment in which they live (place to live, family, and place of work). The environment that has pushed humans to do something without being understood and understood. Power is described as the drama of the elite sitting in the decision makers (Uphoff, 1989).

In addition to Wright Mills, Steven Lukes describes power in theory: the three faces of power” in his book, *Power: A Radical View*. This theory explains that there are three ways of power, namely first, power in decision making, second, power in terms of non-decision making, and thirdly ideological power (Triantini, 2019a).

In contrast to Mills and Luke in describing the theory of power, Foucault in understanding power emphasizes that it is not who is in power and where does power come from, but Foucault sees power as related to the process of how power operates and in what way that power is exercised. Foucault sees the patterns of the theory of power as expressed by Weber which are always evolving and moving dynamically. Foucault explains that the concept of power in modern society is not sovereign power but disciplinary power.

Disciplinary power is not a concept of power that is possessed based on authority in controlling others but power functions in every social, economic, family, and sexual relationship. The form of power is not to show between the weak and the strong or the powerful and powerless, but power is a form of abstract power in which power operates (Triantini, 2019b). Foucault (Kamahi, 2017a) sees that power is everywhere and emerges from various forces, and the emergence of power is absolute that humans are not aware of the arrival of that power, because power is a strategy and takes place in a place where there are systems, rules, arrangements. and regulations. Foucault (Kamahi, 2017b) sees that power does not come from outside but rather the power that determines the structure, rules and relationships that arise from within that allow all things to happen (Triantini, 2019c).

2.3 Formation of the Tourism Authority Agency in the Era of Regional Autonomy

At the end of 2015 the Indonesian government through the Ministry of Tourism of the Republic of Indonesia (Kemenpar) announced the establishment of a Tourism Authority Agency (BOP) in all tourism priority area destinations in Indonesia, starting in 2016. The BOP will later manage destinations outside Bali because Bali is considered too old, crowded. The establishment of the BOP is carried out in order to realize a single destination single management for each tourist destination. The synergy factor between the managers of tourist destinations is the main factor in the formation of this institution. The tourism minister at that time, Arief Yahya, gave an example of the Lake Toba tourist area being managed by seven (7) managers even though the Lake Toba area only had one infrastructure (Tempo, 2015). Likewise with the Borobudur Temple tourist area which is a single destination but managed by so many managers (Kompas, 2016).

The establishment of the Tourism Authority Agency is expected to develop and combine natural, cultural and other entertainment attractions. The Tourism Authority Board has a steering board and an executive board, and the funds come from the state budget, non-binding donations, or from business earned. In the implementation and results of the implementation of this Agency, it reports to the President through the Steering Committee. Furthermore, this agency consists of the Ministry of Transportation, the Ministry of Tourism, the Ministry of PUPR. The infrastructure to be built includes roads, ports, airports, internet networks. In infrastructure development, it will cooperate and coordinate with the Tourism Authority Agency (Detik, 2015).

The establishment of the Tourism Authority Agency is a breakthrough made by the central government because the establishment of this Agency is not a mandate from Law No. 10 of 2009 concerning Tourism. The establishment of an Authority Agency is planned for ten (10) destinations, but so far only three (3) have been successfully established, namely the Lake Toba area in North Sumatra, the Borobudur area in Central Java and Labuan Bajo in East Nusa Tenggara.

The tourism sector is a sector that has an important role for the sustainability of the Indonesian economy, both for the central government and for local governments. If the tourism sector can be managed properly and correctly, the development of

the tourism sector can act as one of the industries that creates prosperity through the development of transportation, accommodation and communication which creates relatively large job opportunities (Wardani and Nasution, 2019). The national development program that has been established by the central government through Presidential Regulation of the Republic of Indonesia No.25/201 (Presidential Regulation) is the basis of policy for the management and development of tourist areas in Indonesia, including the Lake Toba tourism area. The development of this area is even more significant after being designated as the Toba Caldera UNESCO Global Geopark. With this determination, Lake Toba has been recognized worldwide as a tourist area and a place for research on local wisdom. But on the other hand, with the determination being a challenge in itself to maintain the determination, it will be evaluated every four (4) years.

The Lake Toba tourist area is an example of a tourist area that relies on the tourism sector as a source of regional income. The existence of Lake Toba with its natural beauty makes the surrounding area a priority object and tourist attraction (ODTW) in North Sumatra. The Lake Toba area has been designated by the Central Government as a National Tourism Destination (DPN) and as a Leading Tourism Destination (DPU). The central government also established the Lake Toba Area (KDT) as a National Strategic Area (KSN) in the tourism sector.

In carrying out the development of the Lake Toba area, special handling is needed in the form of special arrangements to unify the implementation of area management authority in order to accelerate development so that the government deems it necessary to form the Lake Toba BOP (Lake Toba Tourism Area Management Authority). On June 1, 2016 President Joko Widodo signed Presidential Regulation Number 49 of 2016 concerning the Lake Toba Tourism Area Management Authority. In the Presidential Decree, the Authority for the Lake Toba Tourism Area is set to be under and responsible to the President (Wardani and Nasution, 2019a).

In order to accelerate the development of tourism areas in Lake Toba, the government stated that the Lake Toba tourism project will preserve nature and make a positive contribution to the economic development of local communities and the province. The Coordinating Ministry for Maritime Affairs has formed a "Quick Win" oriented team in accelerating the development of the Lake Toba area. All parties are involved such as the community, and the private sector uses partnership investment. Thame park is planned to be built in the Lake Toba area in order to

provide economic benefits for the local community. This team works in parallel to support the Lake Toba Tourism Authority, which has already been present in a number of these destinations (Kompas, 2021).

Presidential Regulation No. 49/2016, authorizes BOPDT to take all actions including coordinating with cross-ministerial in accelerating the realization of Lake Toba tourism. In addition, based on the Presidential Decree, BOPDT is also given a management area of 500 hectares and forest areas can be converted into non-forest area status through BOPDT in coordination with the Ministry of Environment and Forestry (KLHK) and Regional Governments (See Presidential Regulation No. 49 of 2016).

The policy also allows land acquisition from third parties (non-state land) to be able to develop Lake Toba by providing compensation in accordance with statutory regulations (PP, No. 49 YEAR 2016, Chapter V Article 24). Structurally, BOPDT is under the Ministry of Tourism and Creative Economy which has the task of coordinating, synchronizing, and planning, developing, developing and controlling facilities in the Lake Toba tourist area (PP No. 49. Year 2016. Chapter III Article 14).

3 METHODS

This study uses qualitative methods, namely research procedures that prioritize descriptive data in the form of written or oral data, from people and related institutions being observed (Maleong, 2006). Creswell (2015) states that the qualitative method was chosen because this study emphasizes the process, not the result. Meanwhile, Bogdan and Taylor (in Maleong, 1992) say that qualitative research is a research procedure that produces descriptive data in the form of written or spoken words from people and observed behavior from phenomena that occur. This is in order to provide an in-depth picture of the relationship between the Central Government and the Regional Government regarding the Implementing Body of the Lake Toba Authority.

4 CONCLUSIONS

BPODT can be regarded as an extension of the central government in the regions. The condition of the relationship between the central government and local governments with the existence of BPODT also raises pros and cons. There are those who support the

existence of BPODT and there are those who reject it. The disharmony between the center and the regions can be seen from the overlapping authority, the large role of the central government and the minimal role of local governments, especially regencies/cities, creating a gap between the center and the regions. The discussion of central and regional relations related to BPODT will be explained using the concept of regional autonomy and the theory of power relations, so it is hoped that this research will obtain an appropriate model of relations between the central and regional governments regarding the existence of BPODT.

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