

Policy Evaluation of Malang City Government: A Study on the Stagnation of “*Desaku Menanti*” Program in Mask Village

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Abstract

Tourism operations in Kampung Topeng, or Mask Village, Malang City, Indonesia, stagnated in the post-COVID era before closing permanently. This study examines the public policy of tourism development in Kampung Topeng by the Malang City Government through the *Desaku Menanti* program from the Ministry of Social Affairs of the Republic of Indonesia. This study uses a qualitative approach with a case study. Data was collected from observations, interviews, documentation, and document studies. This study found that the development of regional tourism in Malang City has been listed in the Mid-Term Regional Development Plan, which contains two priority aspects, the development of urban tourist destinations and the improvement of community welfare. The problems in the tourism sector can be attributed to the top-down government policies, low community participation, the succession of the Head of Social Service in Malang City, and the disintegration between the Social Service, Tourism Office, and Civil Service Police. This disintegration was caused by relocation that failed to empower. The findings emphasize the importance of considering community aspirations in creating sustainable and participatory policies.

Pasca pandemi COVID-19, operasional pariwisata Kampung Topeng stagnan hingga ditutup. Tujuan penelitian ini untuk mengkaji kebijakan publik pengembangan pariwisata di Kampung Topeng oleh Pemerintah Kota Malang melalui program *Desaku Menanti* dari Kementerian Sosial Republik Indonesia. Penelitian ini menggunakan pendekatan kualitatif dengan jenis studi kasus dengan melakukan observasi, wawancara, dokumentasi dan studi dokumen. Penelitian ini menyebutkan bahwa, pengembangan Pariwisata daerah di Kota Malang telah tercantum pada Rencana Pembangunan Jangka Menengah Daerah yang memuat dua aspek prioritas pembangunan pengembangan destinasi wisata perkotaan serta peningkatan kesejahteraan masyarakat. Terdapat permasalahan pariwisata terkait kebijakan pemerintah top-down, partisipasi masyarakat rendah, pergantian kepala dinas sosial Kota Malang hingga disintegrasi Dinas Sosial, Dinas Pariwisata, dan Satuan Polisi Pamong Praja. Disintegrasi ini disebabkan oleh mekanisme relokasi yang tidak mampu memberdayakan. Penelitian ini menekan bahwa terdapat pentingnya mengambil aspirasi penerima manfaat untuk menciptakan kebijakan berkelanjutan dan partisipatif.

Keywords: *Desaku Menanti; desa topeng; policy evaluation; tourism village*

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Introduction

After the COVID-19 pandemic, the operational activities of Mask Village tourism in Malang, East Java, stagnated, eventually leading to its closure. As a result, the local community reverted to previous states of dependence. The halt in tourism activities left former tour guides and mask artisans—who had initially made a living by selling masks to visitors—without work, forcing many to resort to street begging. At the height of its operations, Mask Village attracted approximately 70 to 100 tourists daily (Yani 2021). As one of Malang City's key tourist attractions, the overall influx of visitors showed an upward trend between 2013 and 2017. This increase in tourism significantly contributed to the Regional Original Income (Pendapatan Asli Daerah - PAD) of Malang City. In 2016, tourism contributed Rp 91.9 billion, or 19% of the total PAD; by 2017, this figure rose to Rp 106 billion, accounting for 25.56% (Indo 2018). This growth in revenue from tourism has played an essential role in both the development of the sector and the welfare of local communities.

Malang City once hosted a key tourism initiative called Mask Village, which operated from 2017 to 2020. The community of Mask Village received support from the Malang City Social Service through the *Desaku Menanti* program initiated by the Indonesian Ministry of Social Affairs. This program aimed to alleviate poverty by implementing village-scale rehabilitation, focusing on empowerment and improving the well-being of communities. It was designed to transform the lives of those in poverty, helping them transition into strong, skilled individuals with goals for a sustainable future. The program emphasized adaptation to new environments and aimed to create long-lasting, positive changes (Ruja 2022). However,

the fact that the previously empowered residents of Mask Village returned to the streets as beggars following the decline of tourism highlighted the shortcomings of the Malang City government's policies. The failure to sustain the gains from the tourism initiative suggested that the poverty alleviation measures had not ensured long-term independence for the community.

The residents of Mask Village are part of a homeless community organized by the Malang City government through the *Desaku Menanti* program, initiated by the Social Service of the Republic of Indonesia. Launched in 2017, the program aimed to empower marginalized communities by transforming them into a thematic tourism destination, Mask Village. According to Government Regulation Number 31 of 1980 on the Mitigation of Vagrants and Beggars, vagrants are defined as individuals without permanent employment or housing, while beggars are those who rely on begging as a form of livelihood.

The Malang City government facilitated the settlement of this community in Baran Hamlet, on government-owned land, to foster economic improvement and welfare by converting these settlements into tourism hubs. The *Desaku Menanti* program, which empowers vagrants and beggars, has succeeded in its operations. However, development should focus on more modern and competitive empowerment initiatives for long-term sustainability. Additionally, increasing community motivation is essential to ensure competitiveness and achieve greater accomplishments (Fadaliyah, Cikusin, and Khoiron 2020).

Empowerment initiatives for long-term sustainability is particularly crucial in Indonesia as one of the critical challenges in the national

development is addressing inequality, which spans various aspects, from urban to rural areas. Inequality cannot be examined solely through economic factors; it must also include non-economic dimensions, such as development within the framework of regional autonomy (Kholik 2020). With the introduction of regional autonomy through decentralization, local governments have been granted the authority and responsibility to govern their regions, a shift enabled by the central government's trust in local administration. In this context, the Malang City government can maximize the benefits of regional autonomy and decentralization by formulating and implementing effective public policies.

Public policy refers to a system of government actions addressing public needs with specific targets and orientations. Its formulation requires stakeholder coordination, ensuring the policies reflect a broad consensus (Ramdhani and Ramdhani 2017). The implementation phase of public policy involves all stages of the program agenda, where policies agreed upon by both the government and stakeholders are actualized. This process is goal-oriented and shaped by the interplay of data and bureaucratic structures.

During the actualization phase, various elements influencing public policy must be considered. Additionally, evaluating these policies is crucial to ensure their objectives are met (Desrinelti, Afifah, and Gistituati 2021). Innovation plays a significant role in public policy development, as it contributes fresh ideas and knowledge that can enhance policy effectiveness. Public policy can foster sustainable community participation by introducing new, innovative solutions (Sururi 2017).

The implementation of public policy follows an administrative series that involves both policy design and evaluation, ensuring the continuous refinement of the policies (Olejniczak et al. 2020). Broadly speaking, there are two main approaches to policy-making: top-down and bottom-up. The top-down approach seeks to concretize abstract goals. In contrast, the bottom-up approach requires mapping community needs and developing strategies to develop practical solutions. The latter approach should also be applied to Mask Village, where tourism development schemes must be evaluated to pinpoint any obstacles that hinder its growth (Dini et al. 2022).

Evaluation is a crucial component of public policy, as it assesses a policy's value and outcomes. The results of policy implementation carry inherent value, and thus, the evaluation process must ensure that the policy's goals and objectives are met. When a policy or program successfully addresses the issues it was designed to resolve, it can be verified as effective (Cynthia and Yusran 2021). Evaluation also involves identifying and assessing the relevance of a program or policy within its planning framework. It justifies a program's success by comparing the actual results with the intended policy goals. This process requires a careful review of program implementation to ensure alignment between policy objectives and execution (Dunn 2020).

According to Article 1, point 5 of Law Number 23 of 2014 on Regional Government, regional autonomy refers to a system where local governments have the right and authority to manage their affairs in the interest of the Indonesian people (explanation of Article 1 point 5 of Law No. 23/2014). This concept is closely tied to decentralization, which serves as

a framework for distributing governance responsibilities between the central and local governments. The core of decentralization is the principle of trust, which fosters a governance system that upholds democratic principles and enhances local community resources (Fauzi 2019). From a political empowerment perspective, decentralization can be viewed from two angles: the regional and central governments. For regional governments, decentralization promotes political equality, strengthens local accountability, and enhances responsiveness to local needs. The implementation of this local governance system has marked a fundamental shift following the passage of the regional government law.

The law implements the principle of broad autonomy, which involves substantial complexity. Under this framework, local governments are granted the authority to manage all functions of governance that are not explicitly reserved for the central government. This decentralization of authority aims to enable local governments to evolve and operate independently in managing and coordinating their systems.

Decentralization policies can be evaluated based on several factors, such as community economic development, improvements in public services, and flexibility in implementing local development programs. The impact of decentralization on community economic growth, for instance, can be assessed by examining the role of local governments in supporting regional economic advancement (Habibi 2015).

In Malang City, regional autonomy is implemented in initiatives like the *Desaku Menanti* program, which seeks to promote economic growth and empower homeless

communities through tourism development. Tourism is a complex concept that operates as a macro system comprising various interrelated elements. As a system, tourism's intricate nature implies that it cannot be separated from its subsystems, which include social, political, economic, and cultural aspects (Bianchi 2018). The tourism system involves numerous actors who actively contribute to its functioning; these stakeholders, referred to as tourism personnel, span various sectors relevant to the industry (Streimikiene et al. 2021). Consequently, effective tourism development relies on collaboration among diverse stakeholders, as it cannot solely benefit the private sector without active involvement from the community and government. Indeed, government-led tourism initiatives must engage multiple pillars to succeed (Pitana and Gayatri 2005).

Some research related to tourism development policy evaluation done by Salukh, Pandie, and Fanggidae (2023), Iqtyar and Santoso (2021), Alvionita et al. (2021), and Rimadevi et al. (2022) states that in conducting sustainable tourism development, local governments are required to create priority policies to maximize the potential to realize significant tourism local economic escalation. The implication of the tourism development priority program is the need for a multi-stakeholder assistance mechanism oriented in tourism management and program realization. This program management includes several aspects such as quality escalation, innovation, and community participation.

This research is important to do considering that referring to some previous literature, no one has provided novelty through Talcott Parsons' AGIL theory approach. In addition, the AGIL approach is expected to provide an analysis

based on the characteristics of the function and structure of a system in government tourism development programs, especially *Desaku Menanti* in Mask Village. This study differentiates itself from prior research by applying AGIL theory in its analysis. Its significance lies in its focus on policy evaluation, which is critical for effective policy implementation.

This research employs a qualitative approach and case study methodology. Qualitative research is research that is oriented to identify and create a holistic understanding. It deals with social issues based on the formation of narratives, and detailed and scientific views of informants. Case studies are generally a type of qualitative approach that serves to facilitate the collection of organized, comprehensive, and nuanced data regarding physical, psychological, and social phenomena (Creswell 2014).

Data collection for this study includes primary sources such as interviews, observations, documentation, and document studies as well as secondary data derived from legal texts, regional regulations, and relevant literature. The representativeness method was used to select subjects. There are seven informants in this research. They are two persons as the representatives of the community of Mask Village (Inf. 1 and Inf. 2), Head of Community (Inf. 3), Head of Tlogowaru (Inf. 4), Malang City Social Service (Inf. 5), Malang City SATPOL PP (inf. 6), and Malang City Disporapar/Tourism Office (Inf. 7).

In Table 1, the researcher classifies all informants along with the type and reason for selecting informants.

Data analysis techniques are used flow chart model through data collection, data reduction, displayed data, and conclusion drawing.

Theoretical analysis technique using AGIL from Talcott Parsons. To ensure data validity, the study implements resource triangulation techniques for validation. Conclusions are drawn through inductive reasoning (generalization).

The research is centered on Mask Village, located in Tlogowaru, Malang City, where complex issues such as the stagnation of tourism development programs significantly impact local community income. This is of course contrary to the applicable law as well as the RPJPD, RPJMD, and RKPD. Where the government needs to create community economic growth through priority programs.

This study aims to identify and evaluate the Malang City government's policy implementation concerning the regional tourism development program in Mask Village, Malang City, and the challenges of tourism development in Mask Village. The evaluation will utilize the AGIL framework derived from Talcott Parsons' theory, which emphasizes a system-oriented arrangement of ideas (Ritzer and Goodman 2014). Parsons posits that effective policy implementation requires the fulfillment of four analytical functions: Adaptation, Goal Attainment, Integration, and Latency.

This study assumes that the stagnation and closure of tourism in Mask Village stem from the COVID-19 pandemic and the Malang City Government's policy approach model. Previous research provides context for this assumption.

The Regional Tourism Development Programs in Mask Village, Malang City

Efforts to empower homeless people are one of the government's focuses through the *Desaku Menanti* program implemented by the Malang City Social Service, in collaboration with the

Table 1
Classification of Informant in this Research

No.	Informant	Type	Reason for Selecting Informants
1	Inf. 1 (The Community of Mask Village)	Main informant, the main informants play a role in providing comprehensive primary data, it can be said that the main informants in this study are the beneficiaries or those who experience the conditions of program stagnation.	Residents have been there since the beginning of the establishment of Mask Village through the <i>Desaku Menanti</i> program.
2	Inf. 2 (The Community of Mask Village)	Main Informant, the main informants play a role in providing comprehensive primary data, it can be said that the main informants in this study are the beneficiaries or those who experience the conditions of program stagnation.	Residents have been there since the beginning of the establishment of Mask Village through the <i>Desaku Menanti</i> program.
3	Inf. 3 (Head of Community)	Main Informant, the main informants play a role in providing comprehensive primary data, it can be said that the main informants in this study are the beneficiaries or those who experience the conditions of program stagnation.	As the Head of RW and someone who participated in the socialization and initial discussion of the placement of the Mask Village community in RW 07.
4	Inf. 4 (The Head of Tlogowaru)	Key Informant, key informants are those who have extensive knowledge of the relationships between actors who play a role in managing the <i>Desaku Menanti</i> program, which is identified as a research problem. In addition, the key informants also directed the researchers to the main informants.	As the head of Tlogowaru village and someone who understands the village population, especially in Mask Village.
5	Inf. 5 (Malang City Social Service)	Supporting informant, supporting informants in this study play a role in providing additional data on the data provided by the main informants. In other words, supporting informants provide the completeness of the research data.	Program Management of <i>Desaku Menanti</i> in Mask Village
6	Inf. 6 (Malang City Satpol-PP)	Supporting informant, supporting informants in this study play a role in providing additional data on the data provided by the main informants. In other words, supporting informants provide the completeness of the research data.	As an institution that plays a role in the process of raiding homeless people who will be rehabilitated in Mask Village
7	Inf. 7 (Malang City Disporapar/Tourism Office)	Supporting informant, supporting informants in this study play a role in providing additional data on the data provided by the main informants. In other words, supporting informants provide the completeness of the research data.	Program Management of Tourism Development in Mask Village

Source: Primary Data

tourism office and Satpol-PP. This program is carried out through thematic tourism development, which is oriented not only to reduce homelessness but also to create local economic growth and community empowerment.

“Tourism in Mask Village has drawn more visitors, prompting the Malang City Government to provide various facilities to enhance its appeal as a tourist destination. As part of this initiative, the government has organized activities that allow residents to produce traditional masks and other souvenirs unique to the village. These activities serve tourists and provide the community with new income streams. Mask Village was officially declared a tourist destination by the Mayor of Malang on February 14, 2017. Visitors to Mask Village can enjoy amenities such as photo spots and participate in mask-making workshops. Besides improving local economic conditions, Mask Village also offers the Malang City Government a new identity in the tourism sector.” (Inf. 5 Malang City Social Service, 2023).

The strategic value of local culture enables various regions to leverage their unique potential for tourism growth. When undertaken with thoughtful consideration of cultural aspects, tourism development can preserve local communities' traditions and values. Therefore, promoting tourism that integrates local culture, human creativity, and the community's sense of identity is essential (Inf. 7 Disparapar/Malang Tourism Office, 2023).

According to Article 260, paragraph (1) of the Regional Government Law, regional autonomy empowers local governments to formulate development plans incorporating national development elements. Furthermore, Article 263 Paragraph (1) specifies that regional development comprises several vital documents, including the RPJPD (Regional Long-Term Development Plan), RPJMD (Regional Medium-Term Development Plan), and RKPD (Regional Government Work Plan).

Article 2 of the Malang City Regional Regulation No. 5 of 2010 concerning the Regional Long-Term Development Plan for 2005-2025 emphasizes that the RPJPD represents a detailed approach to regional autonomy aimed at enhancing community welfare. Additionally, Regional Regulation No. 4 of 2011 concerning the Spatial Planning of Malang City highlights various sectors capable of generating regional income (PAD), including tourism. This is further illustrated in Table 2, where urban tourism is identified as a critical development priority in the Malang City RPJMD.

The development efforts authorized by the government in the tourism sector aim to enhance the local economy. Tourism development is crucial in this regard (Santosa, Shaleh, and Hadi 2020). Regional development

Table 2
Malang City Development Priorities

No.	Strategies Programs in Economic and Welfare Sectors	Goals
1	Optimization of exploration of the character and identity of the city as the development of urban tourism destinations	Increased productivity and regional competitiveness with the support of sustainable
2	Improved community welfare and social harmony	Realizing a harmonious and tolerant community life

Source: Malang City RPJMD

planning is essential for creating effective regional development. It involves a mechanism implemented by the government that focuses on sustainable development by establishing public policies (Winarno 2021). Sustainable development principles are encapsulated in the SPPN Law. Article 2 of Law No. 25 of 2004 regarding the National Development Planning System defines national development as encompassing several factors that promote democracy, balance, and unity. In this context, local governments (PEMDA) are tasked with planning, implementing, and evaluating physical and non-physical development initiatives.

This approach stems from the belief that developing tourist attractions should be grounded in local society and cultural development. Factors influencing the identification of Malang City's tourism potential include policies, institutions, linkage systems, actions, and facilities and the potential, challenges, expectations, and outcomes of tourism in Malang. The tourism industry in Malang City has been placed in the stable growth strategy quadrant. A substitution scheme mechanism prioritizes critical variables impacting the tourism sector to support this growth (Humaedi, Wibowo, and Raharjo 2020)

The availability of adequate facilities and infrastructure is essential to actualize the concept of a well-developed tourist city. This includes infrastructure, high-quality services, and access to souvenir centers. These elements can be achieved by implementing the "smart city" concept by the Malang City Government. Alongside the smart city initiative, the government is tasked with creating a sense of attachment and obligation to enhance tourist areas (Purnomowari and Ismini 2014). Mask Village, located in RT 13 RW 07, Kedung

Kandang sub-district, Malang City, spans an area of 5,000 hectares. It is administered by the Malang City government. The development of Mask Village Tourism began with the Indonesian Ministry of Social Affairs' village program.

"The primary goal of this tourism initiative is to boost the local community's income. Mask Village has a dynamic population, and the Malang City Government has provided around 40 housing units to support the area's development. However, I do not know the specifics of the population because it is very dynamic. Many homeless people come in and out of the rehabilitation center or Mask Village". (Inf. 4 Head of Tlogowaru, 2023).

The results of the AGIL analysis based on the findings in regional tourism development, especially in Kampung Topeng, Malang City can be seen in Table 3.

The Challenges of Tourism Development in Mask Village

The residents of Kampung Topeng are basically homeless people, who have been picked up by the Satpol PP and then rehabilitated into the village settlement. Previously, residents in Kampung Topeng worked as buskers, traders, and beggars scattered in several areas in Malang City. Therefore, the government of Malang City through the My Village program is waiting to manage it as a form of community empowerment so that they can get out of poverty. This is done through various trainings.

"The primary issue in Mask Village revolves around the community's adaptation to its role in tourism management. Rather than focusing on collective efforts to develop tourism, the community prioritizes individual economic gain. As a result, community participation in tourism development is highly dependent on the Malang City government's initiatives. When

Table 3
AGIL Analysis on the Regional Tourism Development in Mask Village, Malang City

Aspects	Explanation
Adaptation	The people of Mask Village do before this management <i>Desaku Menanti</i> Program, <i>they work of the residents of Mask Village used to be selling, busking outside the village, and looking for nails (for a week) in the sewers after that they were deposited/sold to collectors</i> (Inf. 1, the community of Mask Village, 2023). The condition of Mask Village after stagnating after Covid-19, <i>is now very quiet because there is no support from the City Government regarding management. It seems like it is no longer empowered because there is no way out / no sustainability from the Social Service. When it was still empowered, many people came and took photos at the love padlock</i> (Inf. 1, the community of Mask Village, 2023). <i>The condition of the village community after experiencing the stagnation of the program from the government now the original residents of the Mask Village have their main livelihood as self-employed, before Mask Village was no longer empowered, their main income was selling souvenirs; key chains, clothes, etc. and the turnover per day used to be before Covid-19 1.5 million if now 300 thousand / day</i> (Inf. 2, the community of Mask Village, 2023).
Goal Attainment	<i>The beginning of this village management (Mask Village). Formed by the Ministry of Social Affairs and implemented by the Department of Social Affairs through Tourism development by Disporapar. It is oriented towards creating community economic growth.</i> ” (Inf. 3, Head of community, 2023). The second mission outlined in Malang City Major Regulation No. 40 of 2015 regarding the RKPD for 2016 emphasizes enhancing the tourism sector's role by developing a competitive tourism industry and managing the preservation of local cultural arts. This regulation includes tourism development priorities such as the Tourism Marketing Development Program, Tourism Destination Development Program, and Tourism Resource Development Program. Furthermore, Malang City Major Regulation Number 17 of 2023 regarding the RKPD for 2024 outlines the goals for preparing the Malang City RKPD in 2024. This preparation aims to achieve regional development performance targets for 2024, address strategic issues and regional development priorities, and implement development initiatives focused on enhancing community welfare.
Integrations	Although it has been managed by the relevant government, major problems in this villages. <i>Mask Village Topeng was initially managed by the Department of Social Affairs and was briefly taken over by LKS (Lembaga Kesejahteraan Sosial)</i> (Inf. 1, the community of Mask Village, 2023). <i>There are some shortcomings such as; no water source, no parking lot and an unattended environment</i> (Inf. 2, the community of Mask Village, 2023). <i>Currently, Mask Village will reportedly be taken over by the Tourism Office. But until now there has been no further confirmation from the Tourism Office to manage and empower Kampung Topeng</i> (Inf. 1, the community of Mask Village, 2023).
Latency	<i>Monitoring is always carried out by Satpol-PP, people who return to beg or become homeless will be raided.</i> (Inf. 1, the community of Mask Village, 2023).

Source: Author Interviews, 2023

there are no government-sponsored job opportunities, participation tends to decrease.” (Inf. 2, the community of Mask Village, 2023).

The principle of regional autonomy is closely linked to political, social, and economic aspects, all of which contribute to regional development. From a political standpoint, regional autonomy enhances democratic participation and allows local communities to influence policies. Economically, it supports national development by fostering local growth through strategic resource management (Sufianto 2020). This is mainly because the policies implemented by the Malang City government follow a top-down approach, not necessarily reflecting the desires or input of the Mask Village community. Consequently, community engagement in tourism development remains consistently low.

“Actually, the people of this village want to be given a spring tourism that is similar to a pond, because if it looks like this, it is only for photo spot needs so that there is no other attraction.” (Inf. 2, the community of Mask Village, 2023).

Implementing regional development faces several challenges, including delays by relevant ministries in submitting regional development programs, selecting appropriate ministries related to these programs, and allocating the state budget based on factors unrelated to regional conditions. In addition to overcoming challenges, development programs must align with the community's aspirations (Soares, Nurpratiwi, and Makmur 2015).

“The stagnation of tourism development in the village is further complicated by changes in leadership at the Social Services Department. This is evidenced by the lack of activity at the Social Welfare Institutions (Lembaga Kesejahteraan Sosial - LKS), which previously operated in the village but has since stalled.” (Inf. 3, head of community, 2023).

Figure 1 is the LKS, which is located in Mask Village, Malang City. The LKS, previously managed by the former Head of Social Services, played a significant role in involving the local community in tourism-related activities. However, with the change in leadership, operations, including community workshops, have come to a standstill.

This context highlights the challenges of fostering sustainable tourism development when local participation and government policy are not well-aligned. There are several challenges in implementing tourism development policies in the *Desaku Menanti* Program. Various strategies are required to analyze the implementation of these policies as alternatives to sustainable policies. The evaluation of local government development needs to be carried out using various strategies to provide solutions in formulating the future policy model for Malang City government and realize the growth and economic empowerment of local communities, especially the people of Mask Village who were initially homeless.

One analytical tool is the application of AGIL theory from Talcott Parsons, which includes Adaptation, Goal attainment, Integration, and Latency. AGIL is an analysis scheme related to structures and systems. For Parsons, society's structure contains several complex sub-systems in their functional aspects. Thus, the relationship between each element oriented to social stability is very high. The four functions that Parsons referred to as the "four-function paradigm" are prerequisites in a system: adaptation, goal achievement, integration, and latency collectively termed AGIL (Ritzer and Stepnisky 2019). Based on the data, analyzed with Talcott Parson's AGIL theory, the tabulation will appear as shown in Table 4.

Figure 1
LKS (Social Welfare Institute) in Mask Village



Source: Personal Document, 2023.

“If someone is senile or has no family or place to live, they are relocated to Mask Village. Mask Village is a community established to provide a safe environment for such individuals. Residents are required to arrange a relocation letter to settle in Mask Village. They live under a Right of Use agreement rather than full ownership (Proprietary) because the facilities, including the land, are provided by the Malang City Government.” (Inf. 6, Malang City Satpol-PP, 2023).

This deviates from the original five-year program set by the Malang City Government. This extension occurs because the Mask Village community finds it very difficult to generate sufficient income, making it challenging for them to become independent and leave Mask Village. Coupled with a lack of job opportunities, many residents rely on irregular, odd jobs. Before the succession of the Head of the Social Service Office, there was a “Work Workshop” initiative to prevent Mask Village residents from

returning to the streets. Through this program, people were employed and compensated, which was in line with the initial purpose of the establishment, namely to empower the community to reduce dependence on government assistance. However, this program is no longer operational after the change in leadership. Currently, the role of the Social Service in Mask Village remains minimal, setting it apart from other thematic villages. This stems from the top-down policy approach used in its formulation, where programs are designed by the Indonesian Ministry of Social Affairs, creating a vertical (top-to-bottom) relationship rather than a bottom-up one. As a result, maintenance and management are insufficient, leading the people of Mask Village to remain highly dependent on the Social Services and the Malang City Government.

Table 4
AGIL Analysis on the Challenges of Tourism Development in Mask Village

Aspects	Explanation
Adaptation	<p>In adaptation, the system must include elements that allow it to adjust behaviors to the environment and its changes. The objectives of the adaptation phase are oriented toward fulfilling the needs of both the environment and the system (Ritzer and Goodman 2014). <i>“The relationship between the indigenous people of RW 07 and the residents of Mask Village is considered good; from the beginning of the socialization process, there have been no conflicts. However, the Desaku Menanti program has encountered several issues, with the community expressing concerns. The primary complaint is the program's lack of sustainability. In this context, the Mask Village community finds the adaptation process challenging, transitioning from buskers, vagrants, and beggars to becoming a cohesive community.”</i> (Inf. 3, head of community, 2023). Historically, the village community consists of two groups: vagrants and beggars (<i>gepeng</i>) and individuals displaced from protocol areas that cannot be occupied, such as under bridges and areas used as shops in Malang. Before settling in the Mask Village area, this community primarily relied on the compassion of others, often receiving small amounts of money or leftover second-hand goods (Kurniawan 2018). To address this situation, the <i>Desaku Menanti</i> program from the Ministry of Social Affairs of the Republic of Indonesia was implemented by the Malang City Social Service to develop the Mask Village tourism village in Tlogowaru, Kedung Kandang, Malang City. This tourism village was created to empower homeless individuals, including beggars, street children, buskers, and scavengers. The assisted residents receive various facilities and social assistance to meet their primary needs. Additionally, the community is provided with coaching for business development through training and independent business funding (Aqidah 2022). Through the <i>Desaku Menanti</i> program, the Indonesian Ministry of Social Affairs, in collaboration with the Malang City Social Service, worked with the Village Head to socialize the program with the RW 07 community, aiming to relocate the <i>gepengan</i> (beggar) community to the RW 07 area.</p>
Goal Attainment	<p>In this phase, a system must identify its goals and the infrastructure needed to achieve them. To direct the system effectively, there must be a priority goal. This function defines a system as one that needs to provide motivation and mobilize agendas to strengthen itself and realize shared objectives (Ritzer and Goodman 2014). Mask Village generally possesses solid cultural, natural, and rural cultural potential. However, it has not yet produced an optimal program during the tourism development phase. Therefore, strategies must be applied to develop Mask Village and attract tourists. One essential strategy is to rearrange and pay attention to aspects of the tourism components, including attractiveness, accessibility, and facilities. It is crucial to develop attractions by identifying the meaning and concept of the <i>Malangan</i> Mask, which should be integrated into all components and attractions (Pratiwi et al. 2022). This approach enables the Mask Village community to exploit all existing local potential. The primary goal is to enhance the economy of local communities, ultimately achieving social welfare.</p>
Integrations	<p>The integration phase emphasizes that a system must control and organize the relationships between its elements to function harmoniously. Additionally, it must manage the coordination between the various functions (A, G, L). Integration is the ability to manage the interrelationships between components to control subsystems effectively (Ritzer and Stepnisky 2019). <i>“The Malang City Government plays a crucial role in developing Mask Village tourism, but this effort must not be undertaken solely by the city government. Instead, it must be in collaboration with the Social Service and Social Welfare Institutions (LKS). Following the establishment of the Mask Village community, LIPONSOS (Social Lodge) was created near the area. LIPONSOS was designed to accommodate vagrants and beggars caught during raids by SATPOL-PP. These individuals are brought to LIPONSOS for identification and subsequently sent back home with an official warning not to engage in similar behavior or return to the streets.”</i> (Inf. 3, head of community, 2023).</p>

Latency

In the latency phase, a system must focus on intensifying individual motivation and shaping community life patterns that support and sustain this motivation. The core function of latency is reinforcing interaction patterns between individuals, requiring norms or regulations to strengthen these systems (Mensah 2019). The Malang City Development priority program, as outlined in the Malang City RPJMD, emphasizes two key pillars: social and economic development through improved tourism. This aligns with PERWAL No. 17 of 2023 on the RKPD for 2024 and PERDA No. 5 of 2010 regarding the RPJPD for 2005-2025. The 2024 RKPD is designed as a roadmap for achieving regional development goals, addressing problems and strategic issues, and prioritizing regional development to enhance community welfare and realize the broader objectives of the Regional Development Program.

Source: Author Interview, 2023.

Figure 2
Current Condition of Mask Village



Source: Personal Document, 2023.

Based on Figure 2, it can be seen that the current condition of the mask village is an implication of top-down policies.

“Initially, the government granted the Right of Use for five years, hoping that the Mask Village community could maximize the facilities provided to become independent. After five years, residents were expected to leave the government-provided facilities so they could be allocated to others in greater need.” (Inf. 1, the community of Mask Village, 2023).

Figure 2 shows the current condition is an Implication of top-down policies in Mask Village, which is a land owned by the city government and only used by the right of use. The Right of Use arrangement raises a new problem when there is a succession of Mayors or Heads of Social Service due to differences in visions, missions, and programs implemented by the new administration. In fact the relocation of the Mask Village community that began in 2017 has extended into 2024, meaning the community has been there for approximately eight years

“Homeless or beggars who are caught will be identified, if they have a family card or have a family, they will be sent home, but if they don't have one, we will rehabilitate them in housing.” (Inf. 6, Malang City Satpol-PP, 2023).

At the outset of relocation, many Mask Village residents continued working on the streets, a pattern that has slightly decreased but persists due to the lack of available job opportunities. Mask Village, which is now largely quiet, reflects the lack of ongoing support from the city government, specifically regarding management. Without continuous empowerment efforts or solutions from Social Services, the village's residents return to the streets to earn a living. This demonstrates the ineffectiveness of current public policy performance, as the residents caught in raids by SATPOL-PP and sent back to Mask Village are

not discouraged from returning to the streets. This failure undermines the original intent of the community development program.

Conclusion

Based on the research results, the tourism policy in Mask Village is heavily influenced by a top-down development approach, leading to low community participation levels. The program is highly dependent on the Malang City government, and following the COVID-19 pandemic, tourism in Mask Village has stagnated. The stagnation of the *Desaku Menanti* program in Mask Village is not only due to the top-down policy approach but also the change in leadership at the Malang City Social Service. This leadership change is significant because the previous Head of Social Service personally owned the LKS (Social Welfare Institution) located in Mask Village, which created additional complexities. Through an analysis using AGIL theory, the researchers found that the primary goal of these efforts is to improve the economic welfare of the local community. While the adaptation of the RW 07 community to the arrival of fostered residents has been exemplary, and the fostered residents have shown enthusiasm for the programs, they have struggled with the transition. The integration efforts led by the Malang City Government, involving the Social Service, Tourism Office, and SATPOL-PP, have not been practical. These efforts conflict with the goals established in the Malang City Government Regulation, resulting in a gap between the policy's intent and implementation.

The limitation of this research lies in its sole focus on AGIL analysis. By using AGIL theory, the study is restricted to identifying and evaluating the policies of the Malang City government in the *Desaku Menanti* program, concentrating

specifically on the adaptation of the Mask Village community, the policy objectives of the Malang City government, the integration between key stakeholders (such as the Social Service, SATPOL-PP, and the Tourism Office), and the latency involving government regulations. As a result, the study evaluates policies from a normative standpoint using empirical data rather than delving into tourism theory or other broader frameworks. This approach confines the research to policy or system theory without exploring tourism theory in-depth.

Future research should build on these findings by further empowering and developing tourism initiatives in Mask Village to improve the community's economy. This reflects the overall vision of the Malang City Government. A bottom-up approach will not only create more sustainable programs but also foster greater involvement from the local community in tourism development.[]

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