

# Indonesia and Malaysia Cooperation Model in the Tourism Sector Development in Madura

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## ABSTRACT

Madura as one of islands in Indonesia that has a lot of potential for environmental tourism is very beautiful and has island with the cleanest air in the world, but it is still not touched by the (central) government policy to propose Madura as tourist destination in cooperation with UNWTO or other tourism institutions. The main target of this research is cooperation with Malaysia and the creation of policy models that can be used as policy role models in 4 (four) regencies in Madura (Bangkalan, Sampang, Pamekasan and Sumenep) in the tourism sector, because data from the Labour Agency showed that every year thousands of Madurese workers leave to work in Malaysia. This study used qualitative methods with analytical techniques based on literature review through primary data about existing policies in the region and secondary data that has been available in various literatures, books, journals and website searches. This study also used humanist-pluralism perspective, international organization theory and collaboration theory to explain the cooperation between UNWTO and Indonesia and the bilateral cooperation that will be built between Indonesia and Malaysia. The study results are Indonesia-Malaysia cooperation model and Local policies that expected to empower the community and village government in Madura through policies on the developing migrant workers that will go to Malaysia by arranging the provision of short training for prospective workers and equipping them with various videos and short leaflets about Madura tourism promotion. In addition, partners in Malaysia can support this policy by providing a forum for Indonesian migrant workers to share videos and leaflets to participants in the forum as well as at other events. It is hoped that these migrant workers from Madura will not only work in Malaysia but can also act as Madura tourism ambassadors, so that they can raise Madura as potential tourist destination by exploring Indonesia-Malaysia cooperation as effort to increase tourist visits which in turn will improve the Madurese community economy.

**Keywords:** Madura Tourism, Indonesian Workers, Indonesian Migrant Workers, Cooperation.

## 1. INTRODUCTION

Law Number 33 of 2004 stipulates that Local Revenues are all Local rights which recognized as adding to the value of net assets in the period of the relevant fiscal year. The elements in Local Revenue are: PAD, Balancing Funds, and other legitimate Local Revenues. In principle, the greater contribution of PAD to Local Revenues, the less dependence the local have on the central government. With the increasing contribution, it is hoped that local governments will be able to finance their finances. The description of Local financial independence can be seen through the large capacity of financial resources in financing services to certain Local communities [1].

The challenge of local autonomy in this autonomy era raises the creativity of Local Heads to explore the local

potential as much as possible in generating PAD. The performance form of the Local Head in this local autonomy era is also diverse. There are Local Heads who able to direct their apparatus to form teams that work on various festivals, both national and international, so as to attract tourist visits to the area. The leadership of intelligent Local Head can take full advantage of the potential of his region to explore and develop the local revenues in the form of PAD, one of which is by developing local tourism.

Tourism as the leading sector for PAD acquisition is also emphasized at the national level. In RPJMN IV 2020-2024 it is stated that one of the directions and strategies for economic development is to increase the competitiveness of destinations and the tourism industry [2]. Thus, the tourism sector is one of the leading sectors. The tourism sector is expected to contribute to the

economy of 31.2 -36.5 billion dollars in 2024 with the number of foreign tourist arrivals reaching 28 million people [3].

Based on the description of tourism importance as the leading sector of PAD, a new strategy for the Madura tourism sector is needed during this COVID-19 pandemic, so the virtual promotion steps in the digital era that are directed must be immediately carried out by the local government. The making of videos, photographs, accompanied by tourism and facility details, the policy preparation began to be carried out who's the implementation carried out by the community, including Indonesian workers as the main target becoming good tourism ambassadors who will and have worked in Malaysia. Thus, the problem that can be formulated in this study is the Indonesia and Malaysia cooperation model in the development of tourism sector which can increase the local economic potential in Madura?

## 2. LITERATURE REVIEW

Priority for the Village Fund use will be determined annually through Regulation of the Minister of Villages, Disadvantaged Villages Development and Transmigration (Permendes). For the year 2021 is stipulated through Permendes Number 13 of 2020. Article 6 paragraph (2) letter b stipulates that the use of Village Funds prioritizes Village SDGs (Sustainable Development Goals), namely the development of Tourism Villages for equitable Village economic growth. The Village SDG is sustainable development role that will be included in the priority program for using the 2021 Village Fund.

Observing the existence of these arrangements, stakeholders, namely the Regent, the Local Education and Tourism Office, and the Village Heads, no longer need to be confused because they cannot develop existing tourism objects due to limited funds and waiting for investors who are willing to develop them. This reality does not only occur in Indonesia, as stated by Pulhin that strong social capital is needed to be able to mobilize local community resources. The social capital concept proposed by Putnam refers to the main aspects of social organization, namely trust, norms and networks that can increase efficiency in society through the facilitation of coordinated actions [4]. In economic development, social capital is needed. Robert Putnam suggests that social capital has 3 (three) important elements, namely social norms, trust and social networks. Putnam further explains that the social norms that need to be built in public-government relations are trust, accountability, partnership, participation and responsiveness. Meanwhile, in relations between communities, it is solidarity, tolerance, trust and cooperation [5]. As for trust, Santoso quotes from Fukuyama that trust is social capital to create the flexible organization needed to compete. Social networks within the community in the

form of local associations and organizations. Social networks in community-government relations in the form of formal DPRD and informal citizen forums. Further analysis, Santoso states that the state (local government) has a great ability to generate social capital through institutions and education.

## 3. RESEARCH METHODOLOGY

This research is sociological juridical research, which moves from laws and regulations as legal issue then to be tested its validity in society. As research locations are 8 (ten) tourism objects, each 2 (two) objects in Bangkalan, Sampang, Pamekasan, Sumenep regencies, which are trying to develop tourism villages and FBESD UMT in Malaysia.

Respondents of this study: Local Heads in 4 (four) Regencies, Officials at the Education and Tourism Office in 4 (four) Regencies, Village Heads, and local migrant workers. As legal research, this research used prescriptive approach, namely the requirements that stipulated in the law and factual approach by examining the validity of the law in society.

## 4. RESULTS

Madura tourism has shown squirm in areas that start to build contemporary tourist objects for domestic consumption. Even though Madura has great tourism potential because it has many religious tourism objects, many characteristics of beautiful beaches with rare shrimp pine plants, the cleanest air tourism in Gili Iyang which is already known worldwide (results of discussions with the Bali Provincial Tourism Office in 2019), but tourist visits are not via Madura, but departed from Bali with the foreign tourists visit of BBM format (Bali-Banyuwangi-Madura).

The fact of Madura's PAD potential escapes from the tourism sector has led to the importance of new strategy to achieve the tourist visits target that must be implemented immediately. In the tourism sector, tourist comfort and safety are very important, support of good infrastructure and public facilities, the quality of Human Resources and the friendly attitude of the community towards tourist visits are important part, but no less important is the promotion factor.

The Covid-19 pandemic that has emerged since 2019 until now has resulted in the tourism sector slumping, thus it is certain that the government's target in RPJMN IV 2020-2022 will not be achieved. However, this pandemic condition, even with increasingly stringent requirements and many Indonesian workers being repatriated, did not dampen the departure of Indonesian workers from Madura to work in Malaysia. In this context that the tourism sector development can continue to be nurtured and developed so that it is hoped that

cooperation can be established and increase the potential of foreign tourism when the pandemic is over, which in turn able to support the slump in obtaining PAD from other sectors.

Some of the beach tourisms owned by Madura:

- a) Bangkalan Regency: Gebang Beach, Siring Kemuning Beach, Labuhan Mangrove Edupark, Sembilangan Lighthouse and other beach tourism.
- b) Sampang Regency: Toroan Waterfall in the estuary, Mandangin Island, Goa Lebar.
- c) Pamekasan Regency, among others: Batu Kerbuy Beach, Talang Siring Beach, Bunyato Waterfall, Madura Good Morning Tourism Edu.
- d) Sumenep Regency: in the islands of Sumenep Regency there are Gili Iyang [with the cleanest air (O<sub>2</sub>) in the world], Ambuten Beach, Sembilan Beach, Lombang Beach, Slopeng beach, and others.

However, some researchers state that these tourism objects have not been managed properly and optimally. As revealed by several researchers, local governments take less role in the development of tourism objects in their regions and pay less attention to tourism objects as booster for the local economy (Alifiana, 2016, Alfi, 2017, Farida et al, 2018).

Since 2014 Indonesia has collaborated with the world tourism organization [United Nations World Tourism Organization (UNWTO)] to work on sustainable tourism. There are three cities in Indonesia that will be part of this joint project, namely Yogyakarta, Lombok, and Wakatobi. Sustainable tourism is a tourism concept that prioritizes sustainable and beneficial environmental tourism from various sides, including economic, environmental and social. Madura as one of the islands in Indonesia that has a lot of potential for environmental tourism is very beautiful and has the island with the cleanest air in the world, but it is still not touched by the (central) government policy to propose Madura as tourist destination in cooperation with UNWTO or other tourism institutions.

Yani explains that sustainable tourism development as new policy has begun to be considered through the formulation of new visions, strategies and new programs in development in the tourism sector. This program should have been reflected in national, regional and local programs. Tourism development planning in addition to ensuring its sustainability must also be related to aspects of education and participation of local communities. This sustainability guarantee is not only sustainable from the environmental aspect but also from the social, cultural and economic aspects. Yani continues that the new paradigm in development is accommodated in tourism development by prioritizing openness, community

empowerment and developing people's economy in addition to environmental conservation. With the strengthening of local role and local communities as well as continuing to strive for environmental conservation, national tourism will win the global competition [6].

Local universities as knowledge towers strive to provide benefits to the community through research and collaboration connector of inter-regions, inter-nations and inter-countries. Through this research, in particular the outputs of Indonesia-Malaysia Cooperation Plan in the development of the tourism sector in Madura, the MoA between the Dean of the Faculty of Law UTM – the Dean of FBES UMT and the Draft of Academic Papers on Local Regulations in Madura, are expected to be able to realize an increase in the quality of Madurese workers who work in Malaysia by how to provide additional knowledge and duties as ambassador for Madura in the tourism field. The local government in Madura which has social capital through legal institutions to "bind" the stakeholders (migrant workers and related parties) in implementing policies for the development of the tourism sector in Madura.

Permendes Number 13 of 2020 becomes the basis for 74,953 villages in preparing work plans and the 2021 APBDs. This regulation is in accordance with the national development model based on Presidential Regulation Number 59 of 2017 concerning the Implementation of Achieving Sustainable National Development Goals or SDGs. Pearce (1995) defines tourism village development as process that emphasizes ways to develop or advance tourism villages. More specifically, the development of tourism villages can be interpreted as efforts to complete and improve tourism facilities to meet the needs of tourists (both domestic and foreign). In this context, the local government has the ability and authority to realize joint commitment through the legal institution, namely Madura Tourism Management to support the realization of the Indonesia-Malaysia cooperation model in the context of developing tourism in Madura. In this study, the policies formulation focused on the development of Madura tourism, namely tourism objects located or owned by the island of Madura.

## **5. DISCUSSION**

That the regulation related to tourism development as the flagship of PAD already exists in various laws and regulations at the central level, both in Laws, Government Regulations, Presidential Regulations/Decrees, Ministerial Regulations and Local Regulations. However, all of these settings are still hampered in their implementation. To overcome the problem of regulations implementation to increase tourism development which is expected to increase decent standard of living in the lives of rural communities, what can be done by the Local Government

is to identify the problem and arrange for things that have not been regulated to immediately make regulatory policies as a means of implementing the relevant rules, in dealing with the problem of regulations implementation concerning tourism development, with the following analysis:

### **5.1. Functions of Law as a Tool of Social Engineering**

In various literatures it is stated that the law in its social engineering function is intended that the law is able to make changes in society. The impact of the resulting economic, social and health arrangements so far shows the important role of law in its social engineering function. However, the supervision by the national commission toward the implementation by the government, both central and local, for several laws and regulations regarding the right to a decent life, does not seem to have touched the issue of defending the essential rights for rural communities. Government officials, especially law enforcement officers, have tendency to formal legalistic attitude, so that administrative administration is always guided by the applicable laws and regulations, and pays little attention to the implementation side. That the regulations completely regulate things that improve the standard of living in real life are not implemented properly.

### **5.2. Implementation of Tourism Development Regulations in the Regions**

The real conditions in society show the view that law can shape and change the society condition has long been put forward in the theory of "law as a tool of social engineering" from Rescoe Pound, which was later developed in this theory in Indonesia. Law in this case is regulation by the government. The steps in social engineering carried out by the government must be systematic, starting from identifying problems to find solutions. In the context of government regulation as a tool of social engineering, this regulation influences community groups to form the desired type of community group. If the community is of 'tourism aware', then a strategic regulations implementation is drawn up so that the targeted community (adresar) can implement these regulations properly.

Thus, there is a need to plan for the desired community form. The desired community form is realized by the policy direction determined by the rule of law by the government.

According to Satjipto, in using the law in its function as social engineering tool, existing problems must be identified as well as possible, including recognizing the targeted community for the regulations and values that exist in that society. In this case, the improvement of the community's economy has impact on the fulfillment of the right to decent standard of living for rural

communities, as regulated in the constitution. Law can function as instrument that is used consciously to achieve certain goals. However, the process will take a long time and the effects can be chain-linked. The law, which in this case is understood as a regulation made by the local government, is expected to produce the effect of changing people's lifestyles in terms of the economy, socio-political life and culture in accordance with the conditions of each region. These changes are due to the regulations arrangement, which are also expected to increase people's income and welfare, which in turn is able to develop better social and cultural life as well.

## **6. CONCLUSION**

The Indonesia and Malaysia cooperation model in the development of tourism sector in Madura, as also legally stipulated in Local regulations, will ensure the creation of growing economic structure. This is due to the existence of regulatory norms and such cooperation will have an impact on changing society to become more just and prosperous which then impacts on the changes in social and cultural life for the better as well. In addition to implementing the constitution, laws, and other laws and regulations under them, the regulations by the local government must also be clearer and more detailed as well as make other efforts, including cooperation, both at home and abroad so that its existence will benefit from various aspects of people's lives both in terms of economy, social and culture for rural communities, in this case villages in Madura.

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