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Lagging yet strategic: Tourism and regional development planning in a lagging-outermost-forefront area (borderland) in Indonesia

Abstract

With hundreds of regencies and cities scattered in Indonesia, fair development becomes a challenge. So far, there are 183 of 412 regencies in Indonesia that are categorized as lagging-outermost-forefront areas, and 27 of them are borderlands. These areas are categorized as such by the "limitation" of their geographic conditions, natural and human resources, infrastructure, and degree of isolation. Therefore, in the framework of regional development and tourism development, in particular, the status of some of the border areas have been raised to the national strategic areas. This study is a case study from Sambas Regency of West Kalimantan Province, Indonesia, which is one of the lagging-outermost-forefront areas (borderlands) and a national strategic area. This study focuses on the discussion on the tourism development (planning) and regional development (in general) in the strategic area. From in-depth interviews, observations, and documentary research that were done, as a national strategic area, Sambas formed a complex situation of many plans, policies, and actors that should be synchronized one to another. Basically, Sambas has the potential of tourism attractions, closeness to the neighboring countries, as well as one of the national development priorities. However, the contribution of tourism to regional development is still limited as the tourism is not the development priority and due to the limitation of regional treasury, tourism infrastructure, and tourism policy support. Besides, as the Regency's tourism development master plan activities have not started yet, there is a difficulty in synchronizing the provincial and national and tourism master plans.

Key words: tourism; lagging area; borderland; strategic area; Indonesia

Introduction

As a developing country, the Republic of Indonesia which has an area of 1,910,931.31 sq. km, 17,504 islands, and as many as 244.2 million people (2012) faces challenges in the development. The previous development concept that was centralized has in line with the spirit of reform, now changed to decentralization (regional autonomy). However, there is still a tie between the central government and regional government as well as coordination between both. With the improved rate of the economic

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growth, this opportunity can be used to share the achievement of development between regions. In 2013, Indonesia was divided into 34 provinces, 412 regencies, and 93 cities, with a total of 539 administration areas (Ministry of Home Affairs, 2014). In 2013, there was 11.47 % of population included in poor category (Central Bureau of Statistic, 2014). Besides, as a developing country, development gaps between areas do occur in Indonesia.

To respond areas development gaps, the central government has set up the Ministry of Lagging Area Development. This Ministry's task is organizing the affairs occurring in the development of the lagging areas formulating the policy, coordination, management, and supervision to develop the lagging areas. In the data released by the Ministry, there are 183 areas (in scale of regency) which are included in lagging areas which means that around 44.4% of the total regencies in Indonesia (412 regencies) are included into the category of lagging areas. Most of which are found in the eastern Indonesia. Lagging area is defined as a regional (regency) district/area that its community and territory is relatively less developed than other areas on a national scale. An area is classified as a lagging area if it meets several "limitation" criteria, such as geographic condition, natural and human resource condition, infrastructure limitation, and isolated area or disaster and conflict risk/sensitive area. Lagging area can be also defined as an area/region that has geographical remoteness, poor infrastructure, low population density, limited employment opportunities and poor development capacities, suffers from regional inequalities, climate handicaps, ethnic differences, regionally discriminatory policy, civil wars, lower income, lacks resources-access-information, and unable to have comparative advantage (Ilbery, Mayne, Kneafsey, Jenkins & Walkey, 2004; Thurlow, Morley, & Pratt, 2009; Nel, Rogerson & Marais, 2006; Steiner, n.d.: Tesitel, Kusova & Bartos, 2003.)

From a definition of lagging area, from 183 regencies, there are 27 lagging regencies that are included in the category of border regions or borderlands. These areas (borderlands) are considered as the "unmatched" speed for the development of the areas outside the border areas (neighboring countries). And, most of the population in the border areas is more likely to be oriented to the neighboring countries because of lack of infrastructure and facilities development in its own areas. Borderland is categorized as lagging areas because it has similar situations corresponding with lagging area criteria. According to borderland management master plan for 2011-2014 (dsfindonesia.org, 2014), borderlands in Indonesia have several problems, such as lack of infrastructure and facilities (transportation, communication access, energy, clean water, etc.), low level of education, undeveloped healthy living, and lack of access to inner city (compared to access to neighboring countries). Besides, there are also problems of illegal logging, smuggling, and human trafficking. To overcome the delay of development in lagging areas, the central government has set borderlands as strategic areas in national spatial plan and vertically national concern (central, province, regency) in terms of regional development plan.

In some publications and discussions, lagging areas or borderlands may develop through the approaches of several fields, such as economics, social, culture, environment/ecology, marketing, policy, security, science, etc. If viewed from the perspective of the mobility and flow of people, goods, services, and the closeness to the administrative areas, the border areas can also be one of the main entrances to attract and sell the "attractions". The attractions here serve as the "pull" factors that are managed for the visitor's interest, activity, enjoyment, and satisfaction (Gunn, 2002) and associated with the study of tourism. Border areas and tourism are closely linked philosophically because tourism always encourages people

to challenge boundaries (Prokkola, 2007). In addition, through tourism the areas that adjacent to the cross-border can have a positive impact on tourist arrivals and increase their income (Lorant, Geza, Zoltan & Bulcsu, 2011) beside providing economic ties, special area/zone development, improved facilities while maintaining the historical district (Chow, 1988).

Figure 1
Lagging areas (above) and borderlands (below) in Indonesia (in dark shaded)



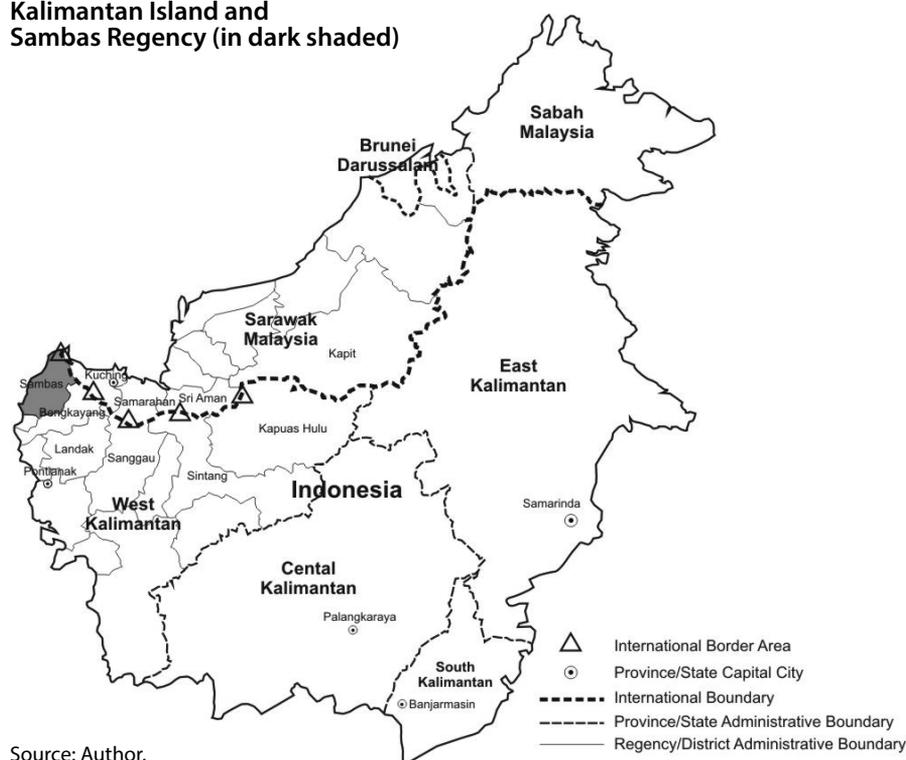
Source: Ministry of National Development Planning.

Aims, context and methodology

This paper wants to highlight tourism development as one of opportunities in the development of borderlands as lagging areas. More specifically, this paper aims to explore and provide a description and discussion about tourism development planning in the lagging, outermost, and forefront areas (borderlands) in Indonesia through a case study on Sambas Regency, West Kalimantan Province, Indonesia. Besides, this paper also wants to put attention to the relationship between regional development planning (as a main development guideline) and tourism development in terms of processes and synchronization. Sambas Regency is one of the border areas in Indonesia and has been designated as a "strategic region" because of its importance in national spatial plan. The opportunity to attract tourists from neighboring countries is open wide because Sambas is directly bordering with Sarawak, Malaysia. Besides, Sambas is also known as one of the national strategic areas in Indonesia (in terms of spatial plan and tourism) which the development would be a concern by the central and local government.

To construct a description and discussion, the main question of this study is: *"How are the (tourism) development planning (processes), problems, and contributions in the region/regency (Sambas) as the enactment of the location as a strategic area/region?"* To answer this question, the study discusses several aspects, namely: (1) general regional and tourism profile, (2) regional development planning and tourism development processes and efforts, and (3) discussion on potencies (programs) and constraints in terms of its relation to regional development/planning and tourism development, as well as its orientation to the closeness to the neighboring countries. In the final part of this paper, the result of discussion will be paired with a small part of Author (s) opinion based on findings, regional potential and problems, which is assumed as one of the solutions towards the regency tourism master plan formulation. As the preliminary study, a field study was undertaken in September 2013 to collect some data by: (1) in-depth interview with regency's development planning agency and tourism agency, (2) direct observation, and (3) secondary data (related document) analysis; books, journal papers, planning documents, tourism data/statistic, regional map/analysis, websites, and news collection. After the data were collected, the analysis is done through the data reduction, display, and conclusion verification through communication or personally transformative experience by text.

Figure 2
Kalimantan Island and Sambas Regency (in dark shaded)



Source: Author.

Borderland (as a lagging area), regional and tourism development: A snapshot of concepts

The definition of border area (borderland) according to Law No. 43 of 2008 on the State's Territory (Indonesia) is a part of a country that is located on the sides of Indonesian territory along with other

countries. In terms of state boundaries on land, the border area is located in the level of district. Adopted from Hansen, Donnan, and Wilson, Zartmant (2010) figures out that borderlands are sub-national areas whose economic and social life is directly and significantly affected by proximity to an international boundary, in which people recognize both sides and have special relationship with other people and institution in their respective nations and states. Borderlands are spaces where normative system meets. This can mean that the border is a barrier, hindering, and controlling cross-border activities (Wasti-Walter, in Kitchin & Thrift, 2009). Furthermore, Wasti-Walter also express that borders can also function as bridges with the implication for the residents that they can benefit from the differences. Referring to the closeness between areas in the borderland, the activities are not uncommon formed by the informal activities between citizens which afterwards began to be considered as another benefit (e.g. tourism) from the transactions (Muazir & Hsieh, 2013). International boundaries attract attention of the tourists not only on the "line" itself, but also on the activities, attractions, and special features of communities (Timothy in Wachowiak, 2006). Jayawardana, White and Carmichael (2008) say that regions, cities, towns, and villages located at the international borders are spatial gateways for tourist movement and cross border interaction, and by these situations, the competitive and co-operative tourism strategies and development can be encouraged.

In tourism development planning, Gunn (2002) provides the arguments that planners must consider the trends and developments of attraction, transportation, information, and promotion. Attraction is an important part in the tourism supply. Tourism attraction is an attractive element to attract tourists to visit a location; then, the further supporting elements/facilities can begin to be considered for the planning. In more classic ways, models in tourism planning has been summarized by Getz (1986). According to Getz, there are some models or approaches in planning tourism, namely whole system, spatial/temporal, motivation, impact, area development, project development, management/marketing, and integrated models. In broader perspectives, tourism development cannot be separated from regional development/planning consideration. According to Kauppila, Saarinen and Leinonen (2009), the "integration" between tourism and regional development happened for decades, when tourism have seen as a tool for regional development in peripheral areas. As a part of regional development tools, tourism is a big business to trigger development (Sharpley & Telfer, 2002); in terms of infrastructure (Manfred, 1985), economic development (Nijkamp in Fossati & Panella, 2000; Anderson & Wever, 2003), people mobility (Rogerson, 2007), business network (Gibson, Lynch & Morrison, 2005), and government concerns (Xu, Bao & Zhou, 2006; Milenković, 2012). Besides, by the presence of "spatial dimensions" in tourism development planning such as for tourism zones, tourism areas, tourism centres, buildings, etc. (Erkus-Ozturk, 2010) makes tourism plan requiring synchronization with other plans, especially with the regional development plan.

Some insights expressed above lead us to understand that the presence of tourism may contribute as a "growth machine" in the borderland to promote development. The interaction between tourism and borderland may encourage "positive interactions" by encouraging people to travel, easiness of flows of goods, services, and people, by promoting cooperation, and eventually by contributing to local/region development. Another thing to be considered is development planning activities and plans synchronization. Planning is an activity to produce plans and codes, as well as to enforce them. Besides, it will be always influenced by issues in related period (Hall, 1996; Kaiser & Godschalk, 1995 in LeGates & Stout, 2000)

Sambas Regency: A case study of tourism and regional development planning in a lagging area

Sambas Regency is one of the regencies in West Kalimantan Province-Indonesia which was established since 1950 (leadership changes, from Sultanate to Regent). Located in northern part of West Kalimantan, Sambas has total area of 6,395.70 sq. km or about 4.36% of the total area of West Kalimantan (146,807 sq.km). Geographically, Sambas Regency has boundary to several areas, in north part with Sarawak, Malaysia, in south part with Bengkayang Regency and Singkawang city, in west part with Natuna sea, and in East part with Sarawak and Bengkayang Regency According to Sambas Statistical Bureau publication (retrieved in 2013), until 2012, Sambas Regency was divided into 19 districts and 183 villages. The largest districts in Sambas are Sajingan Besar (1,391.20 sq. km) and Paloh (1,148.84) which is adjacent directly to Sarawak, Malaysia or as border areas.

Table 1
Sambas regional profile

Regional characteristic	Sambas Regency territory and strategic areas
<p>Economic structure (2013): agricultural (38.79%), trade, hotel, and restaurant (30.66%), industrial sector (10.89%), and other sectors</p> <p>Population (2013): The total population in Sambas in 2013 was recorded as 501,571 people, with population density around 81 persons per square kilometer (sq. km)</p> <p>Educational sector (2011): the gross enrollment rate for elementary school was 124.53%, for junior high school was 95.66%, and for senior high school was 61.50%</p> <p>Healthcare (2013): it is still limited in terms of numbers and quality, although its distribution has reached the border areas in the form of health centre/ small village clinic. there were only 3 public hospitals that served across the re-gency although the health professionals available are still relatively few in number to serve the public</p> <p>Road condition (2013): 696,416 km length of road (regency road), comprised of 276,918 km in good condition, 88,348 km in moderate condition, 115,780 km in damaged condition, and 215,587 km in heavily damaged condition</p>	<p>Map Source: Adopted from Sambas' Statistical Publication (2013), Sambas' Draft of Spatial Plan 2012-2032, National Tourism Development Master Plan 2010-2025, and National Spatial Plan (2008).</p>

Source: Regional Characteristic - Sambas' Statistical Bureau (2013-2014).

Sambas' tourism profile

As one of the borderline areas in West Kalimantan, with its closeness to one of the major sources of tourists coming to Indonesia (Malaysia), Sambas Regency does not seem maximum in bringing tourists from Malaysia. In 2013, retrieved from Sambas Statistical Bureau (November, 2014) there were only 53 foreign visitors that came to Sambas (decreased from 2012: 111 visitors), while there were 40,259 domestic visitors (decreased from 2012: 44,626 visitors). In the opposite, according to Sarawak tourism quick facts (2012), Sarawak succeeded to attract 23,363 foreign visitors from Sambas as recorded from its border gate, Biawak, which is located directly adjacent to Aruk border gate in Sambas (Indonesia) side. Brief information about Sambas tourism can be described as follows:

Table 2
Sambas tourism profile 2013/2014

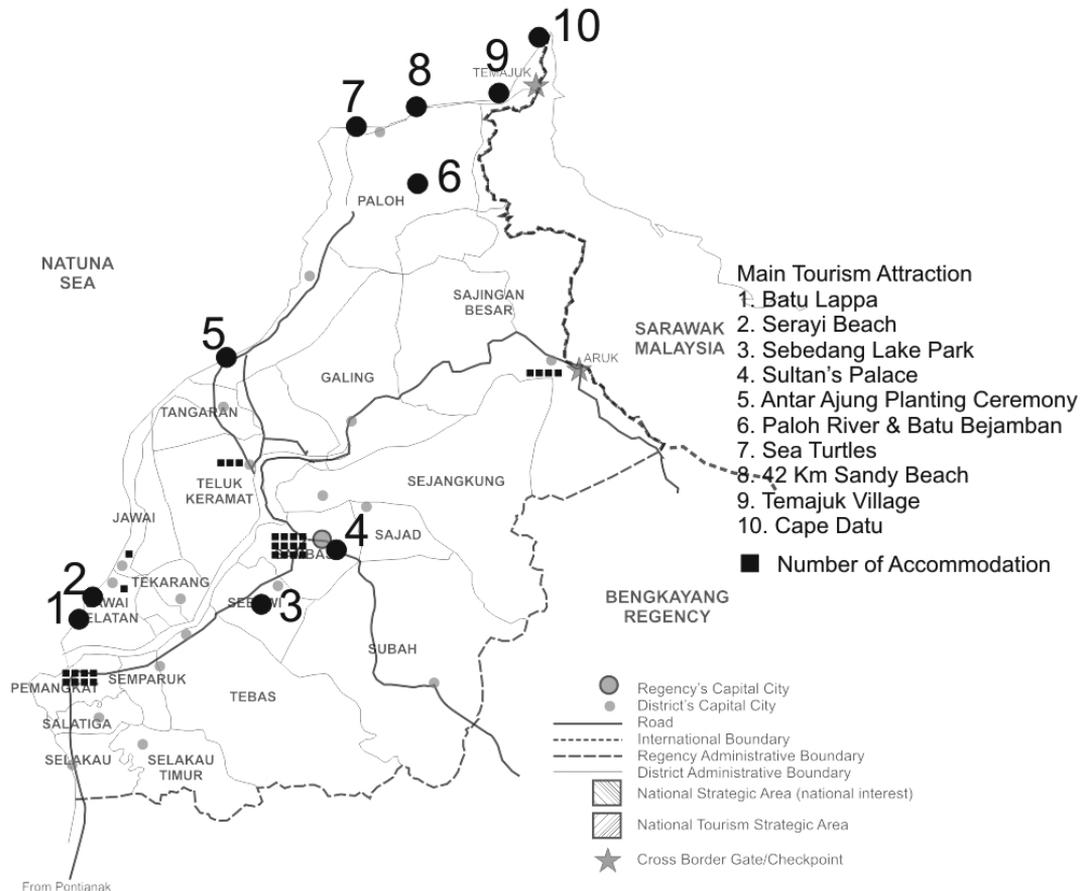
No	Items	Amount
1	Foreign visitors	53
2	Domestic visitors	40,257
3	Percentage of foreign/Domestic visitors	0.29% / 99.71%
4	Number of accommodations	32
5	Number of rooms	474
6	Number of beds	781
7	Number of rooms occupied in a year	33,688
8	Number of beds occupied in a year	40,055
9	Percentage of rooms occupied	21.57%
10	Percentage of rooms occupied (double beds)	1.37%
11	Percentage of beds occupied	15.74%
11	Tourism sector contribution to regional income (current market price):	
	Hotel	0.18%
	Restaurant	0.15%
	Entertainment and recreation	0.04%

Source: Sambas' Statistical Bureau (2013-2014).

General speaking, tourism potentials in Sambas are many in form of marine attraction. This condition is supported by the geographic location of Sambas that directly facing to Natuna sea. Besides, tourism potentials are also supported by several "unique" attractions such as historic site and building, ritual, nature and culture. If seen from the visits number from tourists/visitors, domestic visitors are more dominant than foreign visitors. From the closeness of areas between countries, foreign visitors from Sarawak-Malaysia should be more in number, however, the main problems is the lack of quantity and quality of infrastructure (especially road condition), unequal facilities (accommodation) distribution, lack of tourism promotion, and other supporting facilities that makes inconvenient for traveling. In addition, there is no advance tourism statistical report in border gate and social relationship between countries (family/work visits) which sometimes makes exit-entry activities are easier. Viewed from the contribution of tourism sector to the regional income, these sectors only contributed less than

one percent from the total regional income of Sambas. This condition happened due to other priority programs are more preferred. Moreover, if seen from the budget allocation to the tourism agency/ department (share with youth, sport, and culture division) in Sambas government, this department only receives around 0.6% from the total regional budget and somehow makes tourism events and promotion are limited.

Figure 3
Sambas' main tourism attraction and accommodation distribution



Source: Adopted form Singbebas Promotion Material and Sambas Statistical Bureau.

Sambas as a strategic region

There are 11 provinces in Indonesia (according to the borderland grand design, 2011-2015) which are "face to face" directly with 10 neighboring countries. To promote the development in the border areas (borderlands), the government of Indonesia through the Government Regulation No. 26 of 2008 on National Spatial Plan has set several borderlands as national strategic areas. Since it is set up as the priority, in 2014 several ministries and government agencies have teamed up to support and make priority to develop lagging areas (borderlands) by encouraging the infrastructure implementation activities, establishing cooperation to the neighboring countries, completing the mapping problem,

and alleviating poverty. Borderlands (as lagging, forefront and outermost areas) through the government direction have tried to develop. It is realized in the issuance of Law No. 43 of 2008 on State's Territory that substantially regulates the treatment of state's border and border areas development. In this case, the President through Presidential Regulation (2010) has also set up a National Authority for Border Management. This agency is mandated to undertake the coordination, to set the budget, and to evaluate policies and programs carried out.

According to the national spatial plan, as a strategic area, Sambas Regency is designated as regional activity center which serves the activities in scale of province or regencies/cities. Moreover, two districts in border gate were assigned as "national strategic activity center" which is also defined as an urban area that serves to encourage the development in border areas. From the perspective of national tourism agendas, Sambas Regency is also included as "a strategic region" in national tourism development. The determination of Sambas Regency to be the national strategic area (in tourism) is based on its function and potential. The location of Sambas and its development of tourism richness are expected to provide significant influences in many aspects, such as economic, social, and cultural development, the empowerment of natural resources, defense and security matters.

Regional development planning

As mentioned earlier about the integration between tourism plan and regional development plan, this section will be described and discussed the processes of regional development planning in scale of regency and its function to support tourism plan. General speaking, Indonesia has carried out the development plan system which is divided into three plans, those are: (1) long-term development plan for 20 years, (2) medium plan for 5 years, and (3) the annual plan of government work. The plans are adapted by each ministry, regional government (province, regency/city) and other government agencies to design the programs which are in line with the spirit of the national development plans. In scale of regency, regional development planning also divided into several plans, such as long-term, mid-term, and annual regional government work-plan that considered based on national development plan.

Table 3

Regional (regency) development planning characteristics

	Long-term	Mid-term	Annual work plan
General substances	Regional vision and mission, development direction based on national development plan.	Elaboration of regional vision and mission, regional head programs; under consideration of regional and national development plan. Consist of financial policy, development strategies, and government unit programs.	Elaboration of mid-term development plan and refers to national annual work-plan. Consist of economic framework and development priorities.
Processes	Draft of plan, planning forums, final draft and formulation, the enactment by local regulation.	Draft of plan, draft of government unit strategic plan, planning forums, final draft and formulation, the enactment by local regulation.	Draft of plan, government unit work-plan coordination, planning forums, final plan, the enactment by regional head.

Table 3 Continued

	Long-term	Mid-term	Annual work plan
General contents	Regional condition, strategic issues and analysis, vision and mission, policy direction, rules of implementation.	Regional condition, financial management, strategic issues and analysis, strategies and policy direction, programs and financing, work plan indicator, rules of implementation.	Previous annual work-plan evaluation, economic and financial framework, development priorities, priorities development plan.
Enforcement	Organize and control by regency head/mayor under Regional Development Planning Agency. Monitoring of implementation lies on realization of targets, fund absorption, and constraints.		
Other policy related	Regional government unit and organization, regional financial, resources potential, legal aspects, demography, territorial, and spatial plan.		

Source: Adopt from National Development Planning System.

Inside long-term development plan of Sambas (2005-2025), the tourism sector has been considered to be developed. Based on lacks of tourism facilities, and the potential of diversity of arts and cultures, as well as the beautiful panorama of nature, tourism sectors development considered with an emphasis on human resources development in beginning. Besides, tourism sector also considered with its integration with arts, culture, and sports development. Going down to mid-term development plan (2012-2016) and annual government work-plan. Inside these plans, tourism sector is also focused on the development (fostering and enhancement) of human resources, as has been directed inside the long-term development plan. Subsequently, the development priorities inside annual work-plan have been set by developing tourism marketing, tourism destination, and tourism partnership.

Regional tourism planning

Generally, tourism development planning also complies with the regional development planning processes, from the preparation of the annual tourism agency/department work-plan (technically) up to the development planning forum to synchronize all the programs with other different agencies. Besides, tourism development system in Indonesia is also comprises of three levels of development plan, which are: national tourism master plan (for 15 years), provincial (for 10 years), and regency/city (for 10 years). The contents of each development plan (master-plan) focuses on (1) tourism industry (tourism business) development planning, (2) tourism destination, (3) marketing and promotion, and (4) tourism institution. According to Indonesian Tourism Law (2009), in scale of regency, the regional government has several authorities to develop their tourism potential, such as: assigning tourism destinations and attractions, regulate and managing tourism sector, promoting tourism potential, conducting training, and maintaining or preserving tourism assets. Development planning processes include several activities, such as data collection, analysis (existing and growth), formulation of objectives (economic, social, culture, etc.) and formulation of development strategies and priorities. While for the contents, it is consists of (tourism) regional profile, vision and mission statement, policy analysis, concept and strategies, and programs or priorities. After the completion of tourism master-plan (policy), subsequently, the technical or physical development plan (site planning level) could be made with the consideration of regional spatial plan

Compared with other countries, tourism development planning in Indonesia has similarities and differences. Compared with other "third world" countries (Brohman, 1996), tourism development in Indonesia has similarities in terms of the presence of state intervention, coordination with other sectors and other plans, and try to reduce negative effects and increase the positive effects. Compared with Indonesia neighboring country; Malaysia, both tourism development planning also has similarity in terms of top-bottom authority (at national scale) and several level of governmental (there-tier) coordination. Besides, both countries also recognize other related plans/policies influenced such as national development plan, economic plan, and other local governmental plans. The differences lay on tourism development directions. The same thing also applies in Australia (Lamb, 1988), their national tourism strategies coordinate the efforts of individual states and industry bodies, and it also related to other policies (e.g. economic, social, environment, infrastructure, etc.). Other countries like Dubai and Egypt have a tourism policy development that more "authoritarian rule" and ultimately determine by the state or designated long-term planning that based on ministry wish (Sharpley, 2008; Wahab, 1996). Related with regional planning synchronization, Turkey feels the needs of regional planning in tourism development (Tosun & Jenkins, 1996), as Indonesia has put their attention to tourism inside the regional plan.

In the scale of regency, regional development planning in Sambas basically already adopts a "bottom-up" approach spirit to formulate regional programs and activities by organized a development planning forum. Generally, tourism development planning also complies with the regional development planning processes, from the preparation of the annual tourism agency/department work-plan (technically) up to the development planning forum to synchronize all the programs with other different agencies. In developing its tourism sector, Sambas Regency develops three main programs, namely (1) tourism development, (2) partnership, and (3) tourism promotion. However, all programs are limited only to priority activities as the main constraints are funding, infrastructure condition and wide range of area to be developed. In the tourism development efforts, the regency has conducted several activities. In 2013, they annually perform cultural activities to commemorate Indonesian Independence Day, as well as the regency's capital city displacement to Sambas from Singkawang (since 15 July 1999). Both events are known as the only routine events in the regency which are also as part of tourism agency programs. In addition, tourism attractions such as *Sebedang* Lake and Sultan's palace begin to be well-maintained in response to the importance of tourism attraction performance. Due to the wide range of the area and limited funds, the tourism agency also runs community monitoring and guidance to develop "tourism awareness groups". By doing so, tourism development efforts are not only dominated by the local government, but the communities can also organize themselves and be expected to contribute in providing local tourism facilities, such as homestays of villas.

In the promotional program, Sambas Regency cannot also do much due to some limitations, especially for funding. Indeed, they have never been promoted or participated in the tourism exhibition, especially in Sarawak, Malaysia which is their nearest neighbor and potential market. In 2009/2010, under Regional Economic Development (RED) provided by German International Cooperation (GIZ), the promotion materials (brochures) and internet sources (<http://wikitravel.org/en/Sambas>) about regional "Singbebas" (Singkawang – Bengkayang – Sambas) tourism destination were made as a partnership program in which Sambas with other two adjacent regencies (Singkawang and Bengkayang) are cooperated together with GIZ. In Sambas, the cooperation and promotion efforts are limited only

to certain locations which are considered more competitive and potential to promote, such as Paloh district up to Cape Datu, while Sajingan Besar is not yet developed. After the promotional programs, in 2013/2014, the cooperation about planning will be initiated. In the scale of province, the regency's tourism development has also been supported by the provincial government (tourism agency). Through several channels (e.g. the provincial tourism master plan, exhibition, internet sources, tourism packages, etc.) the provincial government has promoted the regencies tourism attractions that have been recommended by the regencies (as the main attractions) to their (provinces') work-plan and priorities. The relationship between tourism agencies of the province and the regency is manifested through each level's works in different roles, scale, and ranges of duties, such as technical policy formulation, monitoring, controlling, evaluation, and empowerment.

Shift to tourism master-planning

Although Sambas local government has been established since 64 years ago (1950-2014), many limitations still occur. As its designation to be one of the lagging areas in the borderlands, Sambas shows that the "indicator" needs to be fixed by planning and development. The strategic regions that are included in the national strategic areas also need to prepare and provide legal framework in the form of plans. In spatial planning; as part of regional development planning, every region (provinces, regencies/cities) needs to legalize its spatial plan. Afterwards, the central government will accommodate all of the needs in regard with the national strategic activities according to the legitimated plans and policies, likewise to the development of tourism. There are basically several legal basis underlying the need for accelerating the development in a strategic region (a borderland), such as spatial planning law, national spatial plan law, national territory law, and national long-term development. In its implementation, technically, the laws must be followed by other rules/regulations to describe their meaning and procedures like specific plans and policies in different levels (central government, province, and regency/city). To run the development programs in borderland, the National Authority for Border Management (as specialized national agency) needs to refer to several plans, such as national spatial plan, Kalimantan spatial plan, strategic areas (Kalimantan-Sarawak-Sabah), provincial spatial plan, regency/city spatial plan, and other detailed plans. In the processes, some plans are unfinished or revised because of synchronization matters. All of these bureaucracy procedures somehow create a complex situation for the institutions, programs and authority synchronization.

The same case also happen in the tourism development. According to the national tourism law (2009) every level of government needs to provide its tourism development master plan otherwise the central government will be difficult to implement and accommodate all kinds of tourism developments (especially in the national strategic area) because of lack of clarity and legalization. Inside the tourism development master plan, there are several elements that are "integrated" and should be considered, namely tourism destination, tourism industry, promotion (promotion board establishment), government authority level, tourism association, and human resource development. Overall, the tourism development master plan at least contains data inventory, analysis, strategies and plans, policies, and programs. A proposal for setting up Sambas Regency's tourism development master plan was initiated in 2012 (three years after the implementation of national tourism law), but until the end of 2013 this activity had not been approved to be financed by the parliament. This condition is one of the problems

for Sambas to develop its tourism sector as a national tourism strategic area as well as to apply for funds from the central government. Another problem is lack of tourism data and infrastructure, especially in cross-border gate or checkpoint. So far, Sambas' tourism data have not been developed formally (e.g. tourist motivation, reason of coming, etc.) in cross-border gate/checkpoint. Acknowledged by the tourism agency officer, informally, many residents from Sarawak-Malaysia entered Sambas because of family kinship; and they sometimes visited tourism attractions. These activities often occurred before the existence of cross-border check point. After then along with the increasing inspection, all visitors who enter Sambas must follow the strict procedure.

To develop tourism sector in Sambas, another thing to consider is the access from tourist origin (Sarawak, Malaysia) to Sambas. Until now, the main problem is the condition of roads, bridges and other infrastructure that connect the outermost area (cross-border area) to the inner city or tourist attractions. According to PALSAs (Paloh-Sajingan Besar) development document, the distance from Sambas (regency's capital city) to Temajuk-Paloh is around 157 km, and that from Sambas to Aruk-Sajingan Besar is around 118 km. As the priority, the road connecting Sambas to Temajuk increases its status to be a national strategic road, and the road from Sambas to Aruk is partly national road and partly national strategic road (Galing-Aruk). Although the roads have been connected to cross border area, the condition of the road surface and facilities is still limited and needs to improve in order to providing a pleasant trip for the visitors using inland transportation.

Conclusions and implications

Although Sambas has been designated as a "national strategic region", it is not easy for the regency to do development in the fast pace. This is because as a (national) strategic area, the plan coordination at several levels of government and agencies is needed which will take time to produce the legitimate plans and policies. Likewise, in the development of tourism, despite the presence of potential market (visitors) from neighboring countries (Sarawak, Malaysia), Sambas still needs the efforts and processes since the legitimate "integrated" tourism master plan is not finished yet which make Sambas to have problem in developing its tourism sector. Besides, basic needs such as infrastructure, public facilities, and education have become priorities, rather than tourism development. To deal with this situation, the tourism plan and other supporting plans should be finished because by doing so; there will be a clear direction in tourism development (e.g. attraction, promotion, time-line development, etc.) and potential identification which can serve as a basic asset to promote to the central government to raise some funds.

The other issue to be considered is by seeing through "inward looking" of some regional potential (tourism local assets) that can be developed and in difference from other locations. Viewed from the existing potentials, Sambas has tourism strength with its historical track and a long coastline with natural scenery, which can be major attractions. Focus on the development and innovation from potential attractions is more promising, rather than to try to distribute all the potential attractions throughout the region. Then afterwards, other attractions can be prepared and developed. Related to the tourism market share, tourism sector in Sambas should be more focused on the fulfilment of the needs from Sarawak-Malaysia visitors (promotion, cooperation, and market identification). It is considered so

because of the geographical proximity and the "informal" social relationship closeness that have been demonstrated between countries. Several problems and challenges also need to be considered. The main challenges are the lacks of basic infrastructure, such as road condition, ferry links and a bridge, electricity, and communication. All of these "constructions" cannot be done within a year because of limited funding and other resources limitation. However, it can be considered to open more intense communication with the central government by fulfilling the policies and plans required at first. Besides, investment and direct cooperation with Sarawak-Malaysia should be "boosted", so there are two directions of development orientation - the central government and neighbouring country. In addition, it is also necessary to manage spatial distribution with more efficiency by using integrated planning (integration of transportation, land-use, growth centre, tourism attraction distribution, etc.).

As a lagging area yet strategic, Sambas Regency should not rely solely on its status as national strategic asset in the framework of national priority, but more as a concern with its local "value", and its potential market. Strengthening the local asset, tourism market targets, and basic infrastructure upgrades it will be able to encourage its tourism sector and make it more competitive (through specialization), and complementary to each other. As a result, it will improve its market potential by generating its opportunities.

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