

## **Regional Cooperation in Supporting Increasing Competitiveness and The Regional Economy Through Tourism**

**Agnes Wirdayanti<sup>1</sup>, Sussy Novita Sari<sup>2</sup>**

<sup>1</sup>Analisis Kebijakan Ahli Madya Kemenko Marves (email: agneswirdayanti17@gmail.com)

<sup>2</sup>Magister Administrasi Publik Universitas Ngurah Rai Denpasar (email: sussyNovitasari14@gmail.com)

### **Abstract**

Cooperation between regions in tourism development is inseparable from sectoral ego problems, so an analysis is carried out using the 5 elements of Wright's IGR. This study aims to determine the inter-regional cooperation in the development of tourism and determine the driving and inhibiting factors. The research method uses descriptive qualitative. The data used are primary and secondary data. Data collection techniques using interviews and documentation. Data analysis using interactive model. The results of the study explain that there is a division of roles between the parties involved in the collaboration. Interactions between public officials appear to be similar in aspects of behavior, beliefs, perceptions and preferences. Continuous communication that is established on a regular basis. Executive and legislative officials also play a role in the implementation of cooperation and there is clarity on the role of the appointed administrator. Meanwhile, in the policy focus, the capacity of the budget to implement cooperation comes from each party and the central government's policies are followed up by local governments. The driving factors for cooperation are the similarity of ideas, the economic benefits and the support of regional leaders. The inhibiting factor is limited funds. This research has implications for the addition of the role of local government as a dynamist, the use of village fund allocations for villages for tourism development programs and the local government together with the community better utilize the cultural potential.

### **Keywords:**

decentralization; cooperation between regions; tourism development

### **Introduction**

Tourism is one sector that has a strategic role in economic development in Indonesia. According to Suwanto (2004:35-36), "the tourism sector when viewed from the economic aspect of tourism, this sector is expected to be the main foreign exchange income and a means to reduce unemployment so that tourism can contribute to the development of a region".

The large contribution from the tourism sector such as foreign exchange earners and sectors that are able to create jobs, tourism must receive special attention from the government

to be developed. Tourism development is not only carried out by the central government. Local government policies in tourism development have a very important role in supporting the success of national tourism development. The development and growth of tourism needs to be anticipated so that its development remains on track and its support capacity. Development in a tourist attraction area will make a very large contribution if it is managed professionally, because of the contribution to the area concerned, tourism can spur the growth of the area around the tourist attraction (Simamora and Sinaga, 2016).

Tourism development will occur interdependence between one region and another and with the implementation of Law Number 23 of 2014 concerning Regional Government it is believed that it will encourage regions to be more independent because they have the authority to manage and control their own regions. This independence can create better economic growth, including the management of regional tourism (Wahyudi, 2010).

The existence of Law 23 of 2014 concerning Regional Government, also provides an opportunity for districts/cities to cooperate with districts/cities, provinces and the center. In fact, not all the resources needed by the regions in building or administering public services are owned by the regions, therefore the regions need other regions to produce what they want. The existence of a limited public expenditure budget in a region so that if one region with another region has the same goal, then cooperation is the answer to efficiency in the use of regional budgets. These things make the regions concerned feel the need to coordinate and cooperate in the implementation and efforts to achieve some of the wishes of the emerging regions.

One of the government's efforts to develop Indonesian tourism is by stipulating Government Regulation Number 50 of 2011 concerning the National Tourism Development Master Plan (RIPPNAS). In the policy there is a category of tourist attraction consisting of National Tourism Destinations and National Tourism Strategic Areas. As one of the national and world cultural heritages located in the region, tourism development is carried out by establishing cooperation between the central government and local governments. Cooperation between regions has also been established by the central government and regional governments.

In addition, the development is still being carried out by each region in providing services to visitors. Another problem that arises in the field is inadequate infrastructure. In addition, the district government rejects the Governor's Decree Number 430/197/2014 and the Minister of Education and Culture Decree Number 019/M/2015 concerning geographic space units.

Previous research that is relevant to this research has been carried out by Hardini (2017) confirming that it is necessary to immediately carry out integrated tourism management so that the role of cultural heritage tourism runs optimally. Then the research conducted by Putra (2014) explains that regional cooperation has not been utilized properly, the creativity of local governments in utilizing regional cooperation mechanisms to support regional development has not been seen and the ability of work units is not optimal. In addition, Pranata, Soeady, & Hanafi (2015) conducted a study on cooperation between the Malang City government and Batu City and Malang Regency in water resource management supported by similarities, mutual commitment and mutual benefit and hampered by unclear regulations.

Therefore, based on the problems that have been described, the objectives of this study are:

Knowing the inter-regional cooperation in tourism development

Knowing the driving factors and inhibiting factors of cooperation between regions in tourism development.

This research is also expected to provide input to the central government and local governments in implementing cooperation in tourism development.

## **Literature Review**

### **Inter-regional cooperation**

Pratikno (2007) in Putranto (2013) reveals the same understanding, namely cooperation is the relationship of two or more parties to achieve mutually agreed goals. Inter-regional cooperation can be defined as inter-governmental relations covering all complex relationships and interdependencies between various areas of government between central, provincial, and local governments through reporting requirements for grant aid programs,

planning and budget processes and informal communication between officials (Fox and Mayer in Irawanto in Irawanto , et.al, 2015).

**Figure 1.**  
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*Source: Data processed by researchers, 2022*

According to Wright (1974) in (Irawanto et.al, 2015), there are 5 key elements in the implementation of Intergovernmental Relations, namely:

### **The roles of government**

This focus emphasizes on IGR including as an appropriate object to study all permutations and combinations of relationships among government units. Units government consists of from national, states, counties, municipalities, special districts and school districts

### **The interactions of public officials**

This second element means that there are no relationships between governments but only relationships between officials from different government units. The interaction is observed through four sub-elements, namely, attitudes, beliefs, perceptions, and preferences of the personnel involved.

### **Sustainability communication**

The third idea that implied in IGR is that the relationship is not a one-time, occasional occurrence, formally ratified in a treaty or rigidly stipulated by law or court decisions. On the other hand, IGR is a pattern of contact, knowledge, and continuous evaluation of government officials from day to day. The main concern is with informal and formal, practices and principles, pursued in a competitive and cooperative interjurisdictional pattern.

## The roles administrators

Connection between government emphasizes the important role played by all officials public which engage in cooperation such as elected officials and appointed administrators. The administrator appointed are appointed public officials from both public authorities and authorities with special/professional functions. Meanwhile, the elected officials consist of executive, legislative and judicial officials.

## Focus attention on the policy

This focus will see how far the government's attention to the cooperation that is carried out can affect general policy, especially in terms of fiscal policy. In this case, must there is deep attention to the impact on local budgets, especially from sub-elements such as problem(budgetary capacity), political support, and its impact on other policy areas.

**Figure 2.**  
**Cooperation with the regions**



Source: Data processed by researchers, 2022

## Tourism development

According to Poerwadarminta in (Muhaidin, 2015) development is a strategy that used for advance, improve and improve the condition of an object to be better, advanced, perfect and useful. So that the object can provide benefits for the surrounding community and for the local government. A tourism development will run if there are components that are

met. Component development tourism according to Cooper et. All (1995) in Muhaidin (2015) are as follows.

Attractions can be interpreted as everything contained in a tourist area that can attract tourists to visit an area. Accessibility in tourism is related to the level of ease of a tourist reaching a tourist attraction. Facilities can be interpreted as facilities and infrastructure provided by the manager for the needs of tourists. Ancillary services related to tourism organizations required for tourism services.

Then with regional autonomy, local government support is needed in tourism, according to Pitana and Gayatri in Simamora & Sinaga (2016) the role of local governments in tourism is a motivator, facilitator, dynamist.

**Figure 3.**  
**Tourism development strategy**



Source: Data processed by researchers, 2022

**Figure 4.**  
**Principles of tourism development**

**Prinsip - Prinsip Pengembangan Kepariwisataaan**

**Ekowisata Terpadu**  
Pembangunan Ekowisata Bahari terpadu (lintas pelaku, lintas sektor dan lintas wilayah).

**Responsible Tourism**  
Pembangunan Ekowisata Bahari yang bertanggungjawab.

**Ekowisata Berbasis Masyarakat**  
Pembangunan Ekowisata Bahari berbasis masyarakat.

**Ekowisata Beridentitas**  
Pembangunan Ekowisata Bahari beridentitas lokal melayu, berdaya saing budaya

**Ekowisata Berkelanjutan**  
Pembangunan Ekowisata Bahari terpadu (lintas pelaku, lintas sector dan lintas wilayah).

Source: Data processed by researchers, 2022

## **Methods**

This research uses a qualitative approach with a case study method. Arikunto (2002) states that a case study is an intensive, detailed and in-depth study of a particular phenomenon or symptoms. To gain a better understanding of the government process, which aims to describe the conditions and situations of inter-regional cooperation in tourism development. The data used are primary data and secondary data. The informant selection technique was purposive sampling. Data collection techniques using interviews with related bureaucrats and documentation in the form of photos, regulations, and other documents that support the research. The data analysis technique uses the Miles and Huberman interactive model analysis, namely the stages of data reduction.

The analytical framework used is an information quality approach. Shankar & Watts (2003) argues that the assessment of the level of information quality is contextual. This means that assessing the quality of information needs to consider the context and purpose of using the information itself, in other words, the dimensions of the quality of information will be different in different contexts. For this study, the researcher determined 5 (five) dimensions that were suitable for analyzing the quality of information in the context of an e-government website. These dimensions were accuracy, completeness, novelty, relevance, and availability.

After the data was obtained, the data were then analyzed using a qualitative analysis model according to Miles and Huberman (Sugiyono, 2008), with the following steps: Data reduction, namely by sorting and selecting the main and relevant things to the research topic, with the aim of sharpening, classifying and removing data that is not needed.

Presentation of data, with the aim of making it easier to see the overall picture of the data or certain parts of the research data. The data are then sorted to be sorted according to their groups and arranged according to similar categories to be displayed.

Verification and Conclusion. The verification process in qualitative research is carried out continuously throughout the research process. From the beginning of data collection, researchers continuously analyze and look for meaning from the data collected, namely looking for patterns, themes, similarities, and conjectures, as well as set forth in tentative conclusions. While the final conclusion is drawn by formulating an answer from the data that has been reduced and presented to answer the problems faced.

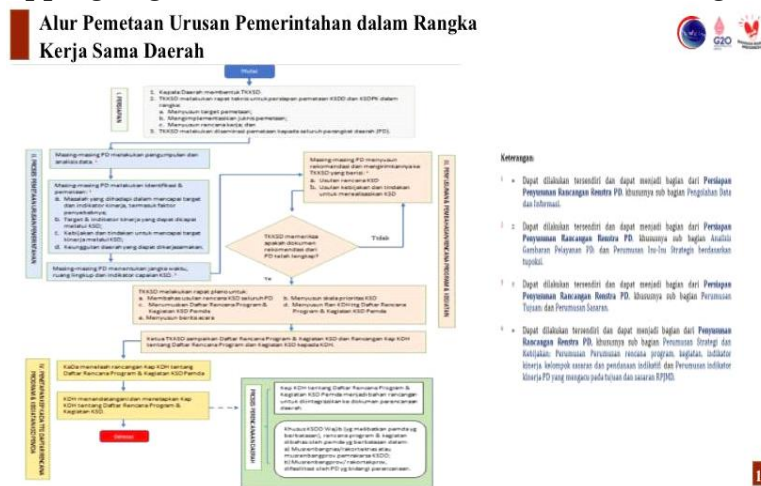
## Results and Discussion

Inter-regional cooperation in tourism development is to look at the inter-regional cooperation using 5 elements of intergovernmental relations, namely the role of government, the interaction of public officials, sustainability communications, the roles of administrator, focus on the policy as well as explaining the driving and inhibiting factors of inter-regional cooperation. area.

### Cooperation between regions in tourism development

It is one of the national and even world cultural heritages which is located on the border of two regions. Therefore, considering the status as a World Heritage which is located in the region, in developing tourism it cannot be done only by one party, but there needs to be a collaboration between the regions involved, namely the central government and local governments. Inter-regional cooperation in tourism development has been carried out since 2009 with the signing of an MoU between the Ministry of Culture and Tourism, Central Java Provincial Government, Sragen Regency Government and Karangnyar Regency Government. The MoU is contained in the Joint Agreement on Culture and Tourism, Provincial Government, Number KB.09/KS001/MPK/2009; Number 18/2009; Number 556/897-34/2009; Number 556/2706.17 dated April 6, 2009 regarding protection,

**Figure 5.**  
**The flow of mapping of government affairs in the framework of regional cooperation**



Source: Data processed by researchers, 2022



**Figure 6.**  
**The theme of the government work plan (RKP) for 2022**



Source: Data processed by researchers, 2022

Cooperation continued in 2014 with the signing of the Joint Agreement of the Minister of Education and Culture of the Republic of Indonesia, Number 105620/MPK.F/CB 2014; Number 32/2014; Number 019.6/213.A/001/2014; Number 100/59 of 2014 concerning the protection, development and utilization of world cultural heritage. Then in the cooperation, the scope of the cooperation is documents for administrative completeness, financing, land acquisition, development and development, protection and development of site potential, management and utilization, revenue sharing, community empowerment.

**Figure 7.**  
**RPJMN/RKP 2022**



Source: Data processed by researchers, 2022

### Implementation of inter-regional cooperation in tourism development

To see how the inter-regional cooperation can be seen from how intergovernmental relations works. This can be seen with the 5 key elements of intergovernmental relations expressed by Wright (1974) in (Irawanto et.al, 2015). Here's the explanation.

### **The roles of government**

This aspect emphasizes the relationship between government units. Tourism development involves parties, namely the central government. In this collaboration, each party has its own role. The role of the central government in relation to tourism development is to establish it as a National Tourism Strategic Area (KSPN). In addition, the central government undertakes the preservation of cultural heritage. The central government also plays a role in building museums and maintaining museum collections. The government's role is carried out by empowering the community with gejug mortar training activities and training of tour guides. Another role played by the government is to promote tourism. In addition, the government provides tourism facilities and infrastructure in the form of parking spaces in particular, The government also builds infrastructure to support tourism activities. Infrastructure is one of the supporters of access to tourist attractions. In the development of tourism participate in building infrastructure such as roads and bridges.

The district government is obliged to provide land for development. The district government also builds infrastructure in the form of connecting roads between clusters. In addition, the district government provides tourism facilities and infrastructure. This was realized by the government by providing counters and counter officers. The Krikilan Cluster and the government that provide the counters, counter officers and parking lots and the Dayu Cluster Museum. The district government in this collaboration has empowered the community by providing training to the community.

### **The interaction of public officials**

The interaction of public officials in relation to inter-regional cooperation is important because it will determine the sustainability of the cooperation. The interaction is seen from four sub elements, namely behavior, beliefs, perceptions and preferences of the apparatus involved. The following is an overview of each of these sub elements.

#### *Behavior*

This aspect shows the official attitude of each party involved in the cooperation. The attitude of officials from the central, provincial and district government levels in this collaboration is shown by allowing development that can damage sustainability.

### *Trust*

Trust is an important aspect in establishing cooperation. This collaboration is established by mutual trust between the parties involved. Starting from the central government, provincial and district levels of mutual trust. This can be seen from the responsibility of each party in carrying out their obligations.

### *Perception*

This aspect of perception is seeing understanding each party about the importance of inter-regional cooperation in tourism development. The central government views that it is a cultural heritage located in the district so that cooperation between the central and local governments is needed in its development and management. In addition, tourism development cannot be limited by administrative boundaries. However, tourism development requires cooperation between regions.

### *Sustainability communications*

Communication between local officials in cooperation is very important. Interaction between local officials regularly indicates ongoing communication. When viewed from the frequency of communication, cooperation between regions In tourism development, routine communication has been carried out with meetings through certain scheduling carried out. However, the frequency of implementation is still rarely carried out, namely in a period of one year it is only carried out 2 times. The meeting was carried out with activities such as surveys, direct field observations and FGDs. Meanwhile, the formal working relationship between the parties involved is manifested in a Memorandum of Understanding (MoU) on the protection, development and utilization of world cultural heritage and the signing of several cooperation agreements. The cumulative pattern formed between the central governments is the existence of integrated management. Where every relationship that occurs coordination between the parties involved. The roles of administrator The implementation of inter-regional cooperation in tourism development cannot be separated from the role of executive and legislative officials. The role of executive officials at the central, provincial and regional levels is a key actor in implementing cooperation. This can be seen in the executive agency which has given a mandate to the head of the service to cooperate so that the cooperation can continue. While the role of the legislature is related to the budget used in

implementing cooperation. This is because the budgeting function is in the hands of the legislature so that the budget due to this collaboration must be approved by the legislature. The implementation of this collaboration, both at the central government level, the provincial and district governments already have clarity on who does what and who controls the implementation of tourism development cooperation. At the central government level, the implementation of cooperation is handled by the Ministry of Education and Culture, Director General of Culture, whose technical implementation is carried out by BPSMP. At the provincial government level, the implementation of cooperation is handled by the Tourism Office. Meanwhile, at the district level, the implementation of the cooperation is handled by the District Youth, Sports and Tourism Office.

#### *Focus on the policy*

Every program and activity to develop tourism comes from each of the parties involved. In the implementation of the cooperation, each party does not allocate a budget that is devoted to tourism development cooperation. However, the budget is allocated in accordance with its authority in developing tourism.

The impact aspect on other policies is to see the extent to which general policies are followed up operationally. In this collaboration, the central government has established Sangiran as a National Tourism Strategic Area, made a conservation and development master plan (Master Plan) and Detailed Site Preservation Engineering Design. One of the conservation and development plans carried out is development. The conservation and development by building is followed up by the local government by conducting land acquisition. the local government takes a policy on the allocation of land acquisition funds.

### **Pushing factors and inhibiting factors**

#### **Driving Factor**

First, there is a commonality of thought that there is a commonality of thought that is one of the cultural heritages that has been recognized by the world that needs to be preserved. Second, the economic benefits obtained. Has high tourism potential. High tourism potential if developed in an integrated manner will provide economic benefits to the government and the surrounding community. The profit is in the form of an increase in Regional Original


Income. Third, the support of regional leaders is an important driving factor in the sustainability of cooperation. The support of district leaders can be seen from the willingness to continue to collaborate to develop.

**Obstacle factor**

In this collaboration, the local government in carrying out its authority to develop tourism is hampered by a limited budget. The local government has limited funds. The funds owned are only sufficient to finance the maintenance and maintenance of tourism objects.

**Figure 8.**  
**Example Format for a list of regional cooperation program plans and activities**

**Contoh Format Daftar Rencana Program dan Kegiatan Kerja Sama Daerah**



**DAFTAR RENCANA PROGRAM DAN KEGIATAN KERJA SAMA DAERAH  
PEMERINTAH DAERAH KABUPATEN...  
TAHUN 2020-2024**

| No  | Paralel Daerah Perang yang Jember            | Musren Rencan rintahan             | Program                              | Kegiatan                           | Kolaborasi (lokasi yang dilibatkan)  | Kebijakan/ Output   | Hasil (Outcome)  | Jenis Kerja Sama Daerah | Pelaksanaan (tahun) | Dukungan yang diperlukan                            |
|-----|--|------------------------------------|--------------------------------------|------------------------------------|--------------------------------------|---|--|-------------------------|---------------------|---|
| (1) | (2)  | (3)                                | (4)                                  | (5)                                | (6)                                  | (7)   | (8)  | (9)                     | (10)                | (11)  |
| 1   | Dinas Kebudayaan dan Pariwisata              | Forum Pembina                      | Aparatur                             | Acara Pengunjung Objek Wisata      | Objek Wisata                         | 1. Daya Jangkau Pengunjung<br>2. Jumlah Prami dan Kaitan Asuransi | Meningkatkan jumlah pengunjung objek wisata dan meningkatkan jumlah prami asuransi | KSDPK                   | 2021                | • Anggaran dari APBD<br>• Pengeluaran APBD dan APBD |
| 2   | Dinas Perencanaan Umum dan Pembangunan Ruang | Perwakilan Umum dan Penataan Ruang | Pengembangan dan Pengalihan Jaringan | Perbaikan jaringan air bawah tanah | Jaringan Penyediaan Air Minum (SPAB) | Terbangunnya jaringan SPAB  | Meningkatkan jumlah warga yang terlayani kebutuhan air minum                       | Kerja Sama Walid        | 2022                | • Anggaran dari APBD<br>• Pengeluaran APBD dan APBD |

Source: Data processed by researchers, 2022

**Conclusions and Recommendations**

Cooperation between regions in tourism development can be concluded that government relations are carried out by dividing the roles of each party. Interactions between public officials show similarities in behavior, beliefs, perceptions and preferences. With regard to continuous communication that is established through coordination meetings and cooperation agreements that are continuously updated. Sustainability of cooperation cannot be separated from the role of executive officials as key actors, the legislature carries out budgeting functions and implementing administrators that are clear at the central, provincial and district levels. Meanwhile, in the policy focus, the tourism development cooperation budget is borne by the parties involved and the central government's policies are followed up by the regional government.

The factors that encourage the success of this collaboration are the commonality of thoughts between the parties, the existence of economic benefits and the support of regional leaders. While the inhibiting factor is the difference in limited funds.

Based on the research findings, recommendations that can be given for the success of tourism development cooperation are increasing the role of local government as a dynamist in tourism development cooperation, the use of village fund allocations for villages that enter for tourism development programs and local governments together with the community utilizing cultural potential as tourist attraction.

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