

The Border Development in Biski Beach Tourism in Riau Province

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Abstract: *Pasir Limau Kapas Subdistrict is located in Rokan Hilir Regency, which has interesting tourist destinations but needs to be developed. In particular, Biski Beach tourism, which is visited by many local people and those from outside the area, but in reality, it is still far from what is expected, even though the potential for natural tourism objects is very feasible. A solution is sought. This is an interesting issue to be discussed. Pasir Limau Kapas Subdistrict [Palika], Rokan Hilir Regency, Riau Province, is an underdeveloped, isolated, and outermost area. This position makes welfare an important and major issue. Important and main issues related to welfare include minimal and slow infrastructure development and ambiguous development policies [the average policy issued overlaps and does not support each other related to development in border areas]. Based on various important issues, this study aims first to explain how the development of the border area (Case Study: Biski Beach Tourism Object, Pasir Limau Kapas District, Rokan Hilir Regency). The research approach used is qualitative with a descriptive analysis method. Primary and secondary data were gathered through document reviews, interviews with informants chosen using the purposive sampling technique, and observations and literature reviews. After collecting the data, it was analyzed by means of the Interactive Analysis Model. The theory used in this research is the Theory of Regional Development according to Riyadi (2000). There are three indicators of the success of regional development that can be seen. The first is productivity, the second is efficiency, and the last is community participation, which can ensure the continuity of the implementation of a program in an area. Based on these indicators, it is known that the development of the border area is not optimal.*

Keywords: *Regional Development, Border Areas, Tourism*

Introduction

Indonesia's border area as a foreign face prioritizes a security approach (safety belt approach). So social, economic, infrastructure, and other developments seem to be neglected. On January 28, 2010, the Central Government formed the National Border Management Agency (BNPP) to realize the reality of the border area and take the problem of the

border area seriously. In the central government, this institution functions to coordinate and implement government programs to develop the border area. In this case, the development of border areas is considered to be inherent in the 3rd *Nawacita* of the president and vice president, namely, "Building Indonesia from the Periphery by strengthening regions and villages within the

framework of the Unitary State." In the context of the relationship with the politics of decentralization, *Nawacita* provides a justification for the start of what is known as "Asymmetric Decentralization." From here, there are 5 policy directions for the development of Asymmetric Decentralization, namely: [1] strengthening governance and improving the quality of local government; [2] village and rural area development; [3] development of underdeveloped areas; [4] development of border areas; and [5] restructuring the New Autonomous Region [DOB] for the welfare of the community. Substantially, in this understanding of asymmetric decentralization, the border area is considered to need special treatment considering its role as the boundary of state sovereignty. The border area has an important function because of the complexity of the problems faced, and the border area must be the front page of the state. The image of being the front page of the country is still being fought for. In another context, the development of border areas is in accordance with the targets in the Regional and Interregional Development Targets in the 2015-2019 RPJMN. The development of border areas is focused on developing border economic centers in 10 National Strategic Area Centers (PKSN) and 187 priority locations [Lokpri], as well as increasing the security and welfare of border communities in the 92 outermost and foremost small islands. There are three dimensions that are considered in the effort to achieve these targets: welfare, security, and the environment. Based on the explanation of the connectedness of the border area, the main potential and strategic area of this

study were carried out, placing development as a manifestation of the main potential and role of the government in the border area. When it comes to border areas, it is become common knowledge that almost all of Indonesia's border areas are underdeveloped and isolated areas that are scary to look at as the face of a country.

The Vision and Mission of the Tourism Office of Rokan Hilir Regency are to "develop a competitive and sustainable tourist destination supported by Melayu culture as wealth and local wisdom, and to improve the quality of human resources," and its mission is to "increase the role and cooperation of stakeholders, and carry out the development of *Sapta Pesona* and sharia tourism."

The Pasir Limau Kapas sub-district is inhabited by around 20,000 people. By having seven principals, namely the Headship of Panipahan City, the Headship of Panipahan Laut, the Headmaster of Panipahan Darat, the Headship of Teluk Pulau, the Headship of Pulau Jemur, the Headship of Sungai Daun, and the Headship of Pasir Limau Kapas. There are thousands of houses in this city, supported by dozens of wooden supports as the foundation on each plot of land. The height of the wooden beam as big as an adult's arm varies from three meters to six meters, depending on its presence in the middle of the sea or on the beach.

The community is also incorporated by various ethnic groups, including Malay, Chinese, Batak, Javanese, and others. Pasir Limau Kapas District drives by motorbike and does not have four-wheeled vehicles except for the *Penghuluan* Pasir Limau Kapas,

Kepenghuluan Panipahan Darat Bundaran and Kepenghuluan Pulau Jemur. The city has a street that is two and a half meters wide. The Penghuluan Pasir Limau Kapas is one of the villages in the Pasir Limau Kapas District, Rokan Hilir Regency, Riau Province.

The Penghuluan Pasir Limau Kapas has an area of 310.98 km² and the total area of Penghuluan is 3,981 ha. The Penghuluan Pasir Limau is located between 100° 18 00 East Longitude and 100° 22 00 North Latitude and 02° 22 00 North Latitude and 02° 27 50 North Latitude. The Penghuluan Pasir Limau Kapas is as follows: to the north, it is bordered by the Kepenghulun Panipahan Laut, to the south by the Kepenghulun Sungai Daun, to the west by the Province of North Sumatra, and to the east by the Straits of Malacca.

Pasir Limau Kapas Subdistrict is located in Rokan Hilir Regency, which has

interesting tourist destinations but needs to be developed. In particular, Biski Beach tourism, which is visited by many local people and those from outside the area. Biski beach tourism is located in the village of Sei Sanggul, Pasir Limau Kapas District. This tour began in 2014 with the manager, Mr. Subangun. This tour is open on major holidays such as Eid al-Fitr, Eid al-Adha, August 17 and New Year. This tour is also open on Sundays, but the visitors are not too crowded as on big days. Many tours in the Pasir Limau Kapas sub-district have not been well developed, such as Biski Beach, Subang Beach, New Harbor Beach, Kajib Beach, and Lake Beach. Biski Beach has not been touched by the hands of the Regional Government and the cooperation of the Village Government. This is because the village government pays less attention to Biski Beach tourism and is less exposed to social media.

Table 1. Tourism Objects in Pasir Limau Kapas District

No.	Tourism Object	Address / Location
1.	Biski Beach	Pasir Sei Sanggul Village
2.	Subang Beach	Pasir Limau Kapas Village
3.	Pelabuhan Baru Beach	Teluk Palas Village
4.	Kajib Beach	Teluk Palas Village
5.	Telaga Beach	Teluk Rukam Village

Source: Data from the Sei Sanggul Village office, Pasir Limau Kapas District: 2021

From the explanation above, it shows that the Pasir Limau Kapas District is an area that has the potential to be developed into a tourist destination, one of which is Biski beach tourism. From the results of observations, the authors see that there are no facilities at the tourist attraction, such as toilets, prayer rooms, networks, and pavilions. Not only that, the access road to the tourist attraction is not good, with only a footpath that can be

used. In the Pasir Limau Kapas District, Biski Beach is seen as a superior beach in comparison to other tourist attractions in the area. Biski Beach tourism has advantages for the community as well as for the government of Kepenghuluan Pasir Limau Kapas to increase regional income with the existence of Biski Beach tourism object.

One member of the Biski beach manager, Nanda Gilang Saputra, said that

Sei Sanggul Village in Pasir Limau Kapas District has a very beautiful and attractive Biski beach tourist attraction that must be developed by the Rokan Hilir Regency Government of Riau Province. The forest and coastal coast have not been touched by unscrupulous people, things like mangrove forests are still beautiful on the coastline and access to road infrastructure across Sumatra and Riau Province. This tourist attraction was developed to become an attraction for tourists to visit during these tours. The uniqueness and advantages of this Biski beach tour are that there are many dead trees that still stand tall, like the Korean style. If this natural tourism is developed by taking into account the state of the surrounding environment, it will certainly attract tourists who visit. This is an effort to empower the community by involving them in various tourism development activities.

The reason why this tour has not been touched by the Tourism Office of Rokan Hilir Regency is that the road access to Rokan Hilir Regency is very far.

In addition, the road is very difficult to pass during the rainy season. This road access becomes an obstacle in the development of tourist attractions. In fact, without the knowledge of the Tourism Office, it can work, but this Biski beach tourist attraction is not registered in Rokan Hilir Regency because in Pasir Limau Kapas District there are interesting tourist objects and the organizational structure is not clear, not well-structured because there are no regulations for developing the biski beach. If this beach is not developed, then this tourist attraction will not be realized, and people outside the area will not know that there are interesting tours in the Pasir Limau Kapas District.

Biski beach tourism objects annually earn 12 million rupiahs only by relying on parking fees of 10 thousand per motorcycle. Visitors who come to Biski beach tourism reach 12,000, while visitors who come to these attractions are mostly from outside the area, such as Kubu, Dumai, Panipahan, Bagan Batu, Bagan Api, and Ajamu.

Table 2. Number of Visits to Biski Beach, Pasir Limau Kapas District

No.	Year	Number of Person	Income
1.	2017	5.300	5.300.000
2.	2018	7.650.00	7.650.000
3.	2019	12. 000	12.000.000
4.	2020	250	2.500.000

Source: Data from Sei Sanggul Village Office, 2021

Table 2 shows that the number of visitors who come from year to year is increasing. In 2020, very few visitors come to Biski Beach. This is because of the COVID-19 pandemic. From the table above, we can prove that Biski beach

tourism is very good as a tourist destination in Sei Sanggul village and makes it a mainstay tourist destination in Pasir Limau Kapas District. Visitors who come to Biski Beach are people from outside.



Picture 1. The road to Sei Sanggul Village and Biski Beach Tourism Object in Pasir Limau Kapas District, Rokan Hilir Regency

Most of the people who live in Sei Sanggul Village, Pasir Limau Kapas Subdistrict, are immigrants who seek income through activities such as planting rice, oil palm, and fishing. Therefore, they do not attach importance to the development of tourism objects. However, there are still a lot of things that can go wrong during the development process, which makes it a problem, such as:

First, the village government pays little attention to the Biski Beach tourist attraction. The village government should move quickly in the development of Biski Beach tourism so that it is known by the tourism department and immediately formed a tourism awareness group (POKDARWIS) and the administrative system is clearly and neatly arranged. However, the reality is that until now, no Pokdarwis has been formed to realize the Biski Beach tourist attraction. And if this is allowed, then the possibility of Biski Beach tourism is not known by many people outside the area and is not even realized.

Second, the level of public awareness is still low in the development of Biski Beach tourism. In Sei Sanggul Village, Pasir Limau Kapas Subdistrict,

most of the immigrants come from outside the area to cultivate crops such as planting rice, oil palm, fishing, and clearing land for plantations. This is also a problem in the development of the Biski Beach tourist attraction. It's a pity, because this Biski beach tour has great potential. However, public awareness in the village of Sei Sanggul is still lacking in the development of Biski beach tourism objects.

Third, the lack of facilities and infrastructure at the Biski Beach tourist attraction. Facilities and infrastructure should support the process of tourism development. However, the Biski beach tourist attraction in the village of Sei Sanggul, Pasir Limau Cotton District, Rokan Downstream Regency, was found to have no existing facilities or infrastructure on the tour, such as toilets or prayer rooms. There are only gazebos, parking services, entrance guards, and several small food stalls.

Seeing the problems that exist above, it is necessary to develop a Biski beach tourist attraction to become a mainstay tourist attraction in the Pasir Limau Kapas. This research on the development of border areas in Riau Province intends to obtain information

related to the development of border areas (Case Study: Biski Beach Tourism Object, Pasir Limau District, Rokan Hilir Regency).

The border is often defined as the boundary of a political territory and residential space. In some cases, borders have a broader meaning for political, economic, and geographical conditions based on certain cases of sharing power over bordering areas (Guo, 2004). Therefore, the border area with the same synonym as the cross-border area is broadly related to spatial heterogeneity in terms of economic, political, and resource structures consisting of two or more powers (Henrikson, 2000). According to Guo (2004), the boundaries can be divided into approaches. [a] natural boundary, which is an area bounded by natural boundaries such as mountains, rivers, lakes, seas, beaches, or straits. Because of their urgency in the interests of defense, these boundaries are often considered political boundaries; [b]. Artificial borders, namely territorial boundaries that can consist of artificial boundaries (stones, walls), geometric boundaries (using the coordinates of the earth), and cultural boundaries (cultural, ethnic, and ideological differences). Various literature states that the state border area is an area that has a strategic position (Rodrigues, 1996). This position is due to the presence of a neighboring country, which is the Melaka Strait. Therefore, sovereignty is a strategic issue in the border area, which is considered the front porch of the state (Herikson, 2000). It is necessary to understand that the state border area contains strategic potential, in the form of territorial boundaries for sovereignty, defense, and

security, as well as the utilization of the management of various resources for development (Joyodipuro, 1992).

In relation to the main potentials in Palika, these are geographical position, central government policies, planning, investment, infrastructure development, defense and security law (Nugroho and Danuri 2004). In the context of this research, in Palika, there are four main potential things that are considered prominent, such as geographical position, regulations related to border areas, defense and security laws.

Soebagio (2012) said that tourism is the whole phenomenon (symptoms) and relationships caused by human travel and transit outside their place of residence with the intention of not settling and not related to jobs that generate wages. According to Law No. 10 of 2009 concerning Tourism, Chapter I, Article 1, it is stated that tourism is a travel activity carried out by a person or group of people by visiting certain places for the purpose of recreation, personal development, or studying the uniqueness of tourist attractions that are visited for a temporary period. Meanwhile, in the Presidential Regulation of the Republic of Indonesia No. 67 of 1996, a tourist object is a tourist destination that has a dominant physical element that is interesting to visit. This is different from a tourist attraction, which is a tourist target that has a dominant abstract element that is attractive for tourists to visit.

According to Kuntowijoyo (1991), tourism has two aspects, namely institutional aspects and substantial aspects like human activities. Viewed from the institutional side, tourism is an organization formed as a human effort to

facilitate efforts to fulfill their recreational needs. Tourism institutions are also defined as all rules, policies, and activities aimed at supporting tourism development.

According to Kusudiantio Hadinoto (2017), tourism must comply with environmental planning and management by considering the good condition of the local population. It is not only allowed to develop based on market forces, but must be planned carefully.

Development is defined as an effort to get better, wider, and more improved. Development in the field of tourism is an effort to develop and manage tourist objects and attractions that are already owned by an area to be even better. Tourism development is a conscious and planned effort to explore, improve, and advance the potential that exists in a tourist destination both physically and socially, and to minimize its negative impacts.

Tourism development is a system that has links with other intersectoral and inter-regional development planning systems. Tourism development must be based on supporting conditions and capacities with the aim of creating mutually beneficial long-term interactions between the achievement of tourism development goals, improving the welfare of local communities, and sustainable environmental development in the future. Tourism development also has the function of promoting the economy of the local community, maintaining the nation's personality and preserving functions and

the environment, fostering a sense of love for the homeland and nation, and making the nation an icon of tourist destinations that can be seen by the outside world or abroad.

In the context of tourism, tourism development means increasing tourist objects, improving service quality, expanding and diversifying tourist objects and other accommodations. So, the development of tourism is an effort to exploit the potential of nature and culture by paying attention to aspects of preservation. Tourism development is a conscious and planned effort to explore, improve, and advance the potential that exists in a tourist destination both physically and socially to increase people's income and foreign exchange by preserving cultural identity and minimizing negative impacts. Putri (2015) aims to improve the welfare of the community through an equitable distribution of income.

According to Wiryokusumo (2011), in essence, development is an effort for both formal and non-formal education that is carried out consciously, planned, directed, regularly and responsibly in order to introduce, grow, guide, and develop a personality basis that is balanced, intact, in harmony with knowledge, skills, talents, desires, and abilities, as the former on their own initiative to add, improve, and develop themselves towards the achievement of optimal human dignity, quality, and abilities as well as independent individuals.



Picture 2. Biski Beach Tourism Object in Sei Sanggul, Pasir Limau Kapas District, Rokan Hilir Regency

The development of tourist objects is essentially an interaction between social, economic, and industrial processes. Therefore, the elements involved in the process have their respective functions. Community participation is expected to have a very big role in this process. For this reason, the community is placed in a position to own, manage, plan, and decide on programs that involve their welfare (Lestari, 2016).

Tourism development is a continuous process that carries out continuous matching and adjusting between the supply and demand of tourism available to achieve the mission that has been determined. (Asprilianawati, 2012).

According to Sobri in Anindita (2015), tourism development as an ideal industry must be based on four basic principles as follows:

1. Ecological sustainability: namely, that tourism development must ensure the creation of maintenance and protection of natural resources that make tourism attractive, such as the marine environment, forests, beaches, lakes, and rivers.
2. Continuity of social and cultural life, namely that tourism

development must be able to increase the role of the community in supervising the way of life through the value system adopted by the local community as the identity of the community.

3. Economic sustainability, namely that tourism development must be able to create job opportunities for all parties involved in economic activities through a healthy and competitive economic system.

4. Enhance and improve the quality of life in local communities by giving them opportunities to participate in tourism development.

According to McIntyre (2014), a destination can be said to be carrying out tourism development if previously there has been tourism activity. To be able to increase its tourism potential, what needs to be done is to plan tourism development so that it can be better than before. The three main principles in tourism development are:

1. Ecological sustainability, namely ensuring that the development carried out is in accordance with biological ecological processes and the diversity of existing ecological resources.

2. Social and cultural sustainability, namely ensuring that the development carried out has a positive impact on the lives of the surrounding community and is in accordance with the culture and values that apply to the community.
3. Economic sustainability, namely ensuring that the development carried out is economically efficient and that the resources used can survive for future needs.

Meanwhile, on the other hand, the tourism sector consists of several different components that must be fully understood, planned, and developed in an integrated manner within the community. Everything for the convenience of tourism planning in the community itself. The components of tourism development according to Edward Inskeep (1998) are as follows:

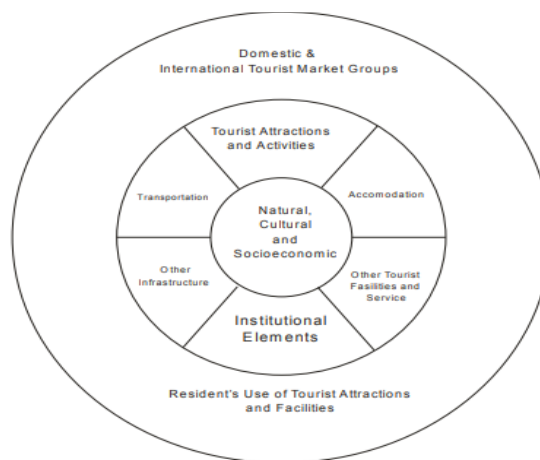


Figure 1. Components Of Tourism Development

According to Gamal Suwanto, in developing tourism, there are 5 main elements that must be considered. The main elements consist of:

1. Tourist attractions and attractions
2. Tourist infrastructure
3. Tourist facilities
4. Management (Infrastructure)
5. Community (environment)

Meanwhile, Fandeli (2002) suggests that tourism development is basically community and regional development based on:

1. Advancing people's standard of living while preserving local cultural identity and traditions.

2. Increase economic income while equally distributing it to the local population.
3. Oriented to the development of small and medium scale entrepreneurs with a large labor absorption capacity and the potential for comparative technology.
4. Making the best use of tourism as a way to keep cultural traditions alive with few negative effects is important. In the development of tourism, we must pay attention to the basic elements that are useful to support the development of tourism in tourist destinations.

Tourist objects are the potential that drives the presence of tourists to an area (Suwanto, 2004). Furthermore,

these attractions are grouped into three groups:

- a. Natural tourist attractions and sightseeing. For objects whose attractiveness stems from the beauty and richness of nature.
- b. Tourist objects and cultural attractions based on culture, such as historical relics, museums, artistic attractions, and other objects related to culture.
- c. Attractions and attractions of special interest. Tourist attractions are attracted by the special interests of the people who visit them, like sports, fishing, and more.

According to Law Number 26 of 2007 concerning Spatial Planning (UU 26/2007), an area is an area that has the main function of protection or cultivation. Economic development activities are based on cultivation areas. Law 17/2003 on State Finance, Law 25/2004 on the National Development Planning System, Law 32/2004 on Regional Government, and Law 33/2004 on Fiscal Balance Between Government and Regional Government are also related laws. In the concept of spatial and regional planning, the area is the basis of economic development activities, which are divided into seven areas, namely: (1) production forest designation areas; (2) agricultural designation areas; (3) mining designation areas; (4) the designated settlement area; (5) industrial designation areas; (6) tourism designation areas; and (7) trade and service designation areas.

Development with a regional dimension in general is often referred to as regional economic development in the context of the macro economy. For example, regional economic development includes both provincial and district-city. In the operational context of regional

dimension development, it is related to development activities carried out in certain areas that are development areas. The concept of a "planning area" refers to an area that is limited based on certain characteristics in the area, which can be natural or man-made, so that development in the area needs to be carried out in a unified planning area. Development that pays attention to such matters is known as "regional dimension development," which, based on applicable laws and regulations, the concept of the area can be applied in the form of an area.

According to Riyadi (2000), there are three indicators of the success of regional development that can be seen as the success of regional development. The first indicator is productivity, which can be measured by the performance development of an institution and its apparatus. The second indicator is efficiency, which is related to increasing technological or system capabilities and the quality of human resources in the implementation of development. The last thing is community involvement, which can help keep a program going in an area.

The three indicators of success are closely related to the factors that characterize a region and differentiate it from other regions, such as political and social conditions, institutional structure, commitment of the apparatus and the community, and the level of ability and education of the apparatus and the community. In the end, the success of developing an area also depends on the ability to coordinate, accommodate, and facilitate all interests, as well as innovative creativity for the implementation of aspirational and sustainable development. Regional

development is basically carried out by using natural resources optimally through local economic development, namely based on the basic economic activities that occur in an area (Hettne, 2000).

Hoover and Giarratani (Nugroho and Dahuri, 2004), conclude that there are three important pillars in the regional development process, namely: 1) comparative advantage (imperfect mobility of factors), which relates to the condition of finding certain resources that are physically relatively difficult or have barriers to access; 2) agglomeration (imperfect divisibility), namely external phenomena that affect economic actors in the form of increasing economic profits spatially; and 3) transport costs (imperfect mobility of goods and services), which affect economic activity. Basically, regional development must be adapted to the conditions, potentials, and problems of the region concerned (Riyadi in Ambardi and Socia, 2002).

According to Anwar (2005), regional development is carried out to achieve regional development goals that include aspects of growth, equity, and sustainability that have dimensions of location in space and are related to regional socio-economic aspects. The development strategy carried out emphasizes economic growth, growth and employment opportunities, growth and equity, emphasis on basic needs (basic needs approach), growth and the environment, and sustainable development. The most important aspect of the topic of regional development is the impact of its sustainability on people's lives, from economic, human, social, and environmental aspects.

Method

The location of this research was carried out at the Tourism Office of Rokan Hilir Regency and the Sei Sanggul village office, Pasir Limau Kapas District, where this agency was given the authority to develop tourism objects and tourism management in the downstream Rokan Regency, especially at Biski Beach Tourism Objects. In this study, the authors used research informants as a source of information to obtain the data needed for the study. The technique used in obtaining the informants for this research is the purposive sampling technique. Document review, observations, and interviews were used to collect primary and secondary data. After the data is collected from each research informant, a triangulation method with checks and cross-checks will be used on the results of the responses given by the research informants. One of the most important and easy ways to test the validity of research results is to triangulate. The triangulation technique used is triangulation with data sources. This method is done by comparing and checking the degree of trustworthiness of the information obtained at different points in time and in different ways. This type of research is descriptive with qualitative analysis, namely problem-solving procedures that are studied by using the method of explaining the data obtained, which means that data collection activities and direct data analysis are carried out simultaneously. Therefore, the researcher himself acts as the main instrument. By using a qualitative approach, researchers are expected to be able to present an overview or analysis results or a more in-

depth picture in accordance with the research focus that has been determined.

Result and Discussion

Regional development planning is aimed at achieving harmony and balance of development between regions in accordance with their natural potential and utilizing this potential in an efficient, orderly, and safe manner. For that, based on Law No. 24 of 1992 concerning Spatial Planning, a National Spatial Plan (RTRWN) has been drawn up through Government Regulation No. 47 of 1997 as a reference for national development planning. The RTRWN serves as a guide for:

- a. Development of the basic spatial policy for the national territory
- b. Achieving integration, linkage, and development balance between regions and development sectors
- c. Site selection for government and/or private sector investment
- d. Spatial planning for the provinces and districts/cities.

In principle, the spatial division approach can be carried out based on functions, activities, and administrative aspects.

Based on function, space is divided into protected areas, namely areas that can guarantee environmental sustainability, and cultivation areas, namely areas whose utilization is optimized for cultivation activities. Based on the activities, space is divided into the dominance of urban, rural, and certain activities. Included in certain areas are potentially growing areas, environmentally critical areas, border areas, very underdeveloped areas, and strategic areas. Meanwhile, based on

administration, space is divided into national, provincial, and district/city areas.

A regional approach is needed as a spatial development strategy that regulates a harmonious relationship between natural, artificial, and human resources so that spatial performance increases for the welfare of the community. Various problems of development inequality between regions that occur include:

1. Less developed provinces in Eastern Indonesia are less polarized than fast-developing areas such as the north coast of Java and the east coast of Sumatra, where there is population polarization with various economic and social implications.
2. In these rapidly developing areas, various environmental problems have developed.
3. On the other hand, there is a wide variation in the ability of local government apparatus to adapt to changing market and global forces and rapidly evolving social value systems.
4. The failures in the implementation of various development programs are often caused by weak coordination between institutions at the central, regional, and central-regional levels and the lack of flexibility in planning, which is often top-down.
5. These various inequality problems have been partially recognized as failures. The development approach so far is considered to be centralized and does not pay attention to the conditions and aspirations of the local area where development is carried out.

According to Riyadi (2000), there are three indicators of the success of regional development that can be seen as the success of regional development. The first indicator is:

Productivity

Productivity can be measured by the performance development of an institution and its apparatus. The results showed that the work productivity of employees in Sei Sanggul Village at the Biski Beach tourist attraction was good, but there were still employees who had not been able to complete their work properly. Therefore, employees are given the opportunity to take part in formal and non-formal training and provide more education to employees. It has attempted to provide good service to visitors in order for them to be satisfied with the tourist attraction. Visitor satisfaction with services at the Biski Beach tourist attraction includes parking services, but still needs to be improved. In order to increase visitor satisfaction, the manager seeks to improve the quality of personnel resources and service infrastructure facilities in order to improve services to visitors. However, optimal infrastructure is not yet available and there is still a lack of connectivity between infrastructures.

The performance possessed by the bureaucracy is essentially a result of the work requirements that must be met by employees. Employees will be willing to work with enthusiasm if they feel that their physical and non-physical needs are being met. Not only in the private sector, the public sector also requires good management in order to provide good services to the public or people who need them. The success or failure of an

organization in achieving its goals depends on the success of the individual organizations themselves in carrying out their duties. Therefore, Biski beach managers who are engaged in tourism object services are required to be able to optimize their performance. However, the performance of employees starting from parking attendants has not been maximized, which means there are still employees who arrive late, reports are not timely, and service is slow. Low performance will have an impact on the lack of good public services.

The work productivity of employees at Biski Beach Tourism Object has an important role. It is necessary for human resources to have good personalities, knowledge, productivity, and abilities. In addition, employees must know the existing job descriptions so that they can work according to their fields. so that work productivity will increase and goals can be achieved. To get human resources who meet the requirements and can carry out their duties well, it is necessary to make a selection. However, in reality, based on observations, it is shown that the employees at the beach object are only the Sei Sanggul village community itself. They then involve themselves in being part of the parking attendants at the tourist attraction and later get a share of the results from the parking fees that can be divided equally among parking attendants.

Efficiency

It is associated with increasing technological/system capabilities and the quality of human resources in the implementation of development. When the ROHIL Tourism Office organizes

village tourism training for the community, Dispar often finds the same training participants over and over again. This causes the distribution of information to be uneven because there is no update of training participants. In the case of Sei Sanggul village, which has a Biski beach tourist attraction, there are no employees who have attended training related to strengthening knowledge related to tourism. The quality of service at the Biski beach attraction is related to visitor satisfaction, which is based on the diversity of rides found at the tourist attraction.

The results of interviews with visitors at the Biski Beach tourist attraction stated: "Parking services are good; however, visitors have not been helped much because there is not much interaction with the manager, and the beach object also does not have many facilities, only relying on nature."

The arrangement and development of recreational facilities for Biski Beach tourism objects is intended as an effort to organize the tourist area and develop it as a representative area so as to improve the quality of tourism objects and the quality of the surrounding environment. Structuring and Development of Tourism Facilities is a way to combine a lot of different things into one area so that things can be done properly and support each other.

Community Participation

Participation is the participation of the community in an activity, both in the form of statements and activities. The people referred to here are people who live in tourist areas. They are one of the important actors in tourism because they

are actually the ones who will provide most of the attractions as well as determine the quality of tourism products. In addition, local people are the direct owners of tourist attractions that are visited and consumed by tourists. Water, land, forests, and landscapes are tourist resources that are consumed by tourists and other tourism actors in their hands. Their culture has become a tourist attraction and is almost entirely theirs.

Based on the research, it shows that there are still people who are less cooperative with the Spiritual Tourism Office. They are reluctant to be invited to cooperate with each other to build, develop and market tourist destinations in the region. Lack of public awareness to maintain and maintain supporting facilities for tourism objects is also an obstacle. The service should provide understanding and education to the community more deeply and intensely so that they are able to think in terms of tourism, so that they can finally work together to promote tourism and also participate in the development of Biski beach tourism objects. Based on the results of the study, it shows that the community has not been much involved in the existence of these tourist objects. So the formation of POKDARWIS has not been achieved until now.

Community participation can be determined by three main elements, namely:

- 1) There is an opportunity given to the community to participate. Basically, the opportunity to participate has been given by the village government. However, only a few are willing to participate in its management, which does have an economic impact on them.

For example, maintaining parking and entrance guards but maintaining the cleanliness of the tourist attraction area has not yet reached that stage.

2) There is a willingness of the community to participate. This willingness to participate is determined by the mental attitude that the community has in order to build or improve their lives. The will exists because of the economic encouragement of the community itself. And the results obtained from the management of these tourist objects are not handed over as PAD either to the village or to the local government, instead, they are divided equally.

3) The community's ability to participate. The opportunity provided to mobilize community participation is meaningless if the community itself does not have the ability to participate.

However, other forms of participation that can be seen are aimed at the willingness of the community to run restaurants and small kiosks that sell food and soft drinks. From what can be seen from the participation provided by the community in the form of skills and expertise, in the area around the coast, there are already small businesses, although not many. These stalls are part of the community's business.

Community participation in the form of ideas, as indicated by community participation in socialization meetings, starting from the planning and implementation stages carried out by the village government and the tourism object area management committee related to the development of the beach tourist attraction area. As a result, participation can be classified as minimal.

Basically, based on the results of the study, it shows that community participation in coastal tourism areas is the willingness of the community to participate in the implementation of coastal tourism area development as evidenced by their daily activities as entrance guards, parking officers, beach security officers, and workers, as well as community service or the construction of supporting facilities in the Coastal Tourism Area. Judging from the form of participation carried out by the local community, what is given is still in the form of energy.

Conclusion

Based on the results of the study, it can be seen that the development of the border area in the case study of the development of tourist objects in the border area of Rokan Hilir Regency is still not optimal. This can be seen from the indicators of development success, namely productivity, efficiency, and community participation.

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