



## The Role Of Bakorwil III As a Government Organizer in Inter-Regional Cooperation in Greater Malang Tourism Management

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**Abstract.** This study aims to describe and analyze the role of Bakorwil III as a government organizer in inter-regional cooperation for tourism management in Malang Raya, as well as the obstacles faced by Bakorwil III. The research method used is qualitative descriptive, with data collection techniques including interviews, observations, and documentation. The research informant is the Head of the Coordinating Agency for Region III Malang. The data analysis technique uses the interactive model developed by Miles et al. (2014), which includes data condensation, data presentation, and drawing conclusions. The results show that Bakorwil III Malang, as a representative of the East Java Provincial Government, has the main task of coordinating inter-regional cooperation in tourism management in Malang Raya. Bakorwil III Malang ensures that every stage of the cooperation formation process, from planning to the signing of agreements, is carried out. As a facilitator, Bakorwil III Malang coordinates between the Malang Raya government and other stakeholders. Bakorwil III also facilitates information related to Government Regulation No. 28 of 2018 regarding Regional Cooperation. The obstacles faced by Bakorwil III in carrying out its role include differences in political interests, development disparities, regional characteristic differences, and budget limitations.

**Keywords:** Inter-Regional Cooperation, Role, Tourism.

### 1. INTRODUCTION

The opportunity to establish cooperative relations between regions is so great considering that the legal basis needed as a foothold for its implementation already exists along with the enactment of regional autonomy. These cooperative relationships are not only national and regional cooperation between regions, but also international cooperative relations with foreign parties, it is stated in Law Number 23 of 2014 concerning Regional Government and Regulation of the Minister of Home Affairs Number 25 of 2020 on the Implementation of Relations and Cooperation with Foreign Parties.

Inter-Regional Cooperation (KAD: *Kerjasama Antar Daerah*) can only be formed and run if it is based on the awareness that these regions need each other to achieve one goal. Therefore, the initiation of Inter-Regional Cooperation (KAD) can only run effectively if common issues, common needs or common problems have been found. This similarity is the basis for bringing together the regions that will be partners.

To optimize its potential, cooperation between regions can be an alternative innovation/concept based on considerations of efficiency and effectiveness, synergistic and mutually beneficial, especially in areas related to cross-regional interests. The policy of decentralization and regional autonomy, through various regulatory umbrellas (government

regulations) encourages cooperation between regions. Cooperation is expected to be a bridge that can turn potential conflicts of interest between regions into a potential for mutually beneficial development.

It is recognized that every local government in Indonesia, including the Greater Malang government, which covers Malang City, Malang Regency and Batu City, faces the same challenges in an effort to meet the needs of their people. The problem of limited financial resources, human resources that still need improvement and development, on the other hand, there are public demands for better government performance. Based on the limitations of each local government, cooperation is required in developing various regional potentials in order to improve community welfare. This is the main reason for establishing cooperation between the Greater Malang region which includes Malang City, Malang Regency and Batu City in the management of tourist areas.

Some of the reasons for the realization of the desire for cooperation include the Greater Malang Region, which is a combination of Malang City, Malang Regency, and Batu City, which has enormous potential in the tourism sector. The city of Malang has the potential for culinary tourism, and also urban tourism. Meanwhile, Malang Regency has potential in the natural tourism sector, with many natural tourism destinations in the region, and Batu City, one of the tourism potentials is the presence of tourist attractions that are also able to attract the attention of tourists.

Tourism includes various activities related to tourism, business, tourist objects and attractions, and other related businesses. Tourism development is essentially an effort to develop and utilize tourist objects and attractions, which are manifested, among others, in the form of natural beauty, diversity of flora and fauna, plurality of traditions and culture, as well as historical and archaeological relics.

Tourism has developed into a tourism industry that involves the interests of various parties, even between regions or between countries. Tourism has a wide influence economically and socio-culturally. involving all levels of society so that it requires coordination of various sectors both locally, regionally, and nationally. By paying attention to these things, tourism development and management need to be carried out in an integrated manner between various components that determine and support its success.

In accordance with the basic character of tourism that is owned by regional boundaries and is multi-sectoral, tourism requires the existence of a synergistic relationship of policy and program concepts within the framework of the vision and mission of tourism development, industry, education and agroindustry. This is where the importance of involvement between

local and central governments in the process of making cooperation related to tourism development.

The process of cooperation between regions in the management of the Malang Raya Tourism Area needs to be carried out carefully, considering that in reality each region has its own interests. Parties that cooperate can form a greater force. With cooperation between local governments, the strength of each region that works together can be synergized to face environmental threats or problems that are complex in nature. Regional cooperation in the framework of intergovernmental relations is also very useful in identifying common problems and exchanging information between regions, identifying and exchanging technologies or resources in each region, increasing regional capacity, making joint strategies or programs between regions, and even for joint policy making.

The formulation of cooperation in the management of the Malang Raya Tourism Area needs to consider how to implement cooperation, which usually begins with the identification of certain cooperation issues and ends in the determination of cooperation options. The results are then poured in a certain legislative format. The substance of the problems faced cannot be separated from the dynamics and complexity of the development of the cooperation environment in the Malang Raya Tourism Area can also be interpreted as a chronological process of preparing a pattern of cooperation between institutions. The level of complexity in the preparation of the cooperation pattern is different for each condition and object of cooperation. This process begins with the formulation of the problem as a starting point until the establishment of regional regulatory documents in the management of tourist areas into binding legal products (legislation stage).

The position of the regional coordination body (Regional Coordinating Board) is an element that assists the governor in carrying out the coordination function of government administration and regional development in his work area, led by the head of the regional office who is subordinate and responsible to the governor through the provincial regional secretary. Therefore, the regional office is an extension of the Governor in coordinating the implementation of government within the scope of the regional work area, as an umbrella in arranging and regulating the work area to be in accordance with the needs according to the local regulations in force at that time.

In its activities, Bakorwil plays a role in synchronizing, monitoring, evaluating, handling assets and inventorying problems which to collect. Bakorwil has the task of assisting the governor in coordinating, coaching, supervising, supervising, monitoring and evaluating

the implementation of government, development and assistance tasks as well as optimizing the development of the potential of the district/city local government.

In the review of state administration related to the role of BAKORWIL III based on Governor's Regulation No. 134 Article 4 Paragraph 1 of 2016 and Governor's Regulation No. 16 Article 4 Paragraph 2 of 2016, the role of BAKORWIL III is to have the task of assisting the Governor in coordinating, coaching, supervising, supervising, monitoring and evaluating the implementation of government, development and assistance duties as well as optimizing the development of the potential of Regency/City Regional Governments.

Based on this, this study aims to more broadly describe and analyze the Role of Bakorwil III as a Government Organizer in Inter-Regional Cooperation in Malang Raya Tourism Management and what are the obstacles faced by Bakorwil III as a Government Organizer in Inter-Regional Cooperation in Malang Raya Tourism Management.

## **2. THEORETICAL STUDIES**

According to role theory, roles are said to be a set of behaviors that have differences. A role based on a dynamic aspect is in the form of an action or a behavior that carries out all rights and obligations based on its position. If the individual has carried out his role well, he will directly hope that everything carried out will be in accordance with what he wants from his environment. Role also means the behavior expected of an individual who has status. Role is closely related to a social status, because in role there are various conditions that continue to change from the status where the individual exercises all rights and all obligations.

Meanwhile, according to the theory of Djamarah (2009), he also expressed his opinion that there are many roles needed by a person as a guide, a person who has committed himself to becoming an educator. Role is the overall behavior that must be carried out by a person in carrying out his duties. According to Muin (2006) the role is the implementation of a person's rights and obligations according to his social status. The basic idea of role theory comes from the world of theater, where actors and actresses play roles according to the expectations of their audiences. Role comes from the pattern of life association. Therefore, the role determines what will be done and what opportunities will be provided by the surrounding community. The role is considered very important because it regulates a person's behavior in society, based on the norms that apply in society

The role can be in the form of an individual or a group of actions when committing an act". According to Poerwadarminta, the meaning of an action that has been taken by the individual or group is a device of behavior and practice that is desired, and owned by an

individual who has a position in society. Based on KKBI, Role is interpreted as a set of expectations attached to individuals who have a position in a certain group (Poerwodarintim, 1995).

The role that government institutions have when carrying out development is very numerous, ranging from activities to serve the community to roles in things that have an ideological and spiritual nature. The role of government that must be carried out is related to three main roles, namely: "the role in serving the citizens, the role in empowering the citizens and carrying out the development process." The three role relationships are when serving the community resulting in justice in the community, and the role of empowerment can create independence in the community and the role in development can create prosperity in the community (Ndraha, 2007).

"... the government as an institution that must guide the community which is carried out technically aimed at making the community more empowered" (Ndraha, 2007). The policy of implementing Development is the main role that is carried out to solve various problems that the community wants by taking all actions. The government in this case is an institution that manages all the needs of the community. Furthermore, the government is an institution that creates, distributes all the needs of the people in the form of public services and citizen services, this is in the form of policies, management and operationalization (Ndraha, 2007).

The government plays a role in managing and then distributing various kinds of community needs using government organizations, as the lowest government organization that will deal with citizens is the village/sub-district officials. The government at the village level or sub-district level plays a very important role in managing all the needs of the community. The role of this government includes making policies, administrative organizers, managers, serving citizens, and all the needs of citizens. The function of the government is to provide services to the state in the form of services that do not discriminate between the citizens who must be served (Ndraha, 2007).

The function of the government, in addition to providing the widest possible space for the benefit of all the people, also has the task of meeting all the needs of the community by carrying out development, coaching, and carrying out empowerment efforts. The role and function of the organization of a government based on an administrative perspective in the administrative system begins with the maturation of the level of power, task authority, specificity, organization management, and control. Based on the perspective of social psychology; The institution of a government is highly correlated with the attitude of human beings as a bureaucratic element that exists at the level of government organization, this is in

the form of the attitude of each individual/group, formal or informal, behaving internally and externally in government institutions (Ndraha, 2007).

The presence of the existence of a government as an important part of people's lives, in groups and individually. The presence of the government functions to regulate and provide protection for citizens so that they live safely and in an orderly manner. Various problems in society that continue to develop, will slowly be known and known by the State, these are problems that must be solved by government agencies (Thoha, 2005).

The roles that are highlighted are as follows (Siagian, 2003):

- a. As a Stabilizer, the government must make a change if there is social turmoil that is predicted to be a threat to the integrity of the State. This role can be in various ways such as: capability, socializing policies, through an educational perspective, as well as a gradual and continuous persuasive perspective.
- b. The role of creating new ideas must find new ideas. At the beginning of the condition for the role of the government to be effective, the government must have high legitimacy. The three issues that are absolutely the center of serious attention are, how to apply a new idea to the bureaucratic system, both in the form of conceptual innovation, innovation in the system, innovation in certain steps and working principles.
- c. The role of the Modernisator in the process of building; each country has the desire to become a strong country, a country that can be independent and considered equal to other countries. This can be achieved if the State has mastery in the field of Science, the capability and expertise to manage, the ability to manage existing natural resources to have high added value, a reliable national education system to create useful human resources, the basis for a strong and democratic political life, and has a purposeful goal for the future.
- d. The role of a pioneer must have the ability to be a model for all citizens. As a pioneer in the idea of new ideas, positive such as effective work, as a pioneer in creating justice and discipline, as a pioneer in caring for the environment, in a socio-cultural perspective, and as a pioneer willing to sacrifice for the benefit of the nation.
- e. The role of the Implementer itself means that when carrying out development policies, the development strategy is a national obligation and is not considered a burden on the government, therapy will be carried out as a form for state safety.

The role of the government apparatus is optimal and deep in order to build society, therefore the role of the government apparatus referred to by Yusuf (2014) is:

### **The government as a regulator**

The government as a regulator means that the government as the implementer and mobilizer of the community must prepare a direction to balance the implementation of development, by preparing and establishing regulations for the community in order to increase effectiveness for orderly development and development. The government as a regulator provides a basic reference that is then understood by the general public as a form of direction to regulate matters related to the implementation of community empowerment activities.

### **Government as a dynamizer**

The role of the government as a dynamizer is to arouse community participation if problems arise in the development process to advance and maintain the dynamics of regional development. The government plays a role in providing guidance and direction that is intensive and effective to the community. The role of the government as a dynamizer functions to provide effective and comprehensive guidance and direction to the community regardless of differences or social strata in society.

### **Government as a facilitator**

The role of the government as a facilitator is to create conducive conditions for development implementers or to play a role in connecting the interests of the government to the community and vice versa in terms of optimizing regional development activities. As a facilitator, the government must be an agent that is able to create and provide facilities that are in accordance with the needs of the community with safe, comfortable and orderly conditions

Cooperation between regions can be one of the alternative innovations/concepts based on considerations of efficiency and effectiveness, synergistic and mutually beneficial, especially in areas related to cross-regional interests. The policy of decentralization and regional autonomy, through various regulatory umbrellas (government regulations) encourages cooperation between regions. Cooperation is expected to be a bridge that can turn potential conflicts of interest between regions into a potential for mutually beneficial development.

There are two approaches to terms that can be used in describing the cooperative relationship between the regions referred to in this study. The first is the term cooperation and the second is the term partnership. (LAN, 2004). Frank and Smith (2000) stated that cooperation can be defined as a relationship between two or more parties who have a common goal, who promise to do something together. Cooperation is about people working together in a beneficial relationship, always working on something together that may not be possible alone.

The model of cooperation between regions according to Winarso, (2002) is as follows:

### **Inter-Jurisdictional Agreement**

Several geographically adjacent local governments form cooperation agreements to address common issues such as environmental and infrastructure issues

### **Inter-Municipal Service Contract**

A cooperation agreement is formed in which one (or more) local governments grant permission to another local government to exercise authority on behalf of the interests of that local government, on a fee basis

### **Project-Based Inler-Jurisdictional Co-operation**

Cooperation agreements with neighboring local governments are prepared for the benefit of joint activities to handle a cross boundary project In this model, the duration of cooperation depends on the age of the project it manages. The end of this project also ended the cooperation.

Based on the reference of Intergovernmental Cooperation, it is stated that there are at least 2 (two) purposes and objectives of interests or considerations as to why it is necessary to hold an inter-regional cooperation, especially those that are carried out formally. The purpose, purpose of interests or considerations is as follows (LAN, 2004).

- a. Cooperation between two governments where one of the local governments enters into a cooperation agreement with another local government for the provision of services based on a predetermined price. This category is known as service cooperation.
- b. Cooperation in which participating local governments agree to jointly bear in terms of the implementation of functions or the construction and operation of a facility. This category is known as development and management cooperation.

## **3. RESEARCH METHODS**

Research on the Role of Bakorwil III as a Government Organizer in Inter-Regional Cooperation in Greater Malang Tourism Management was conducted using qualitative research. The research method to be used is a qualitative descriptive research method. The descriptive method is a method of researching the status of a group of people, an object, a condition, a system of thought or a class of events in the present (Nazir, 2011). Data collection techniques in this study include: Interviews, Observations, Documentation. The informants in the study include authorized officials, namely the Head of the Coordinating Board of Region



III Malang. The data analysis technique in the study using interactive model analysis was developed by Miles et al., (2014) with three procedures, namely data condensation, data display, and conclusion drawing.

#### **4. RESULTS AND DISCUSSION**

##### **The Role of Bakorwil III as a Government Organizer in Inter-Regional Cooperation in Greater Malang Tourism Management**

##### **The Role of Bakorwil III as a Coordinator in Inter-Regional Cooperation in Greater Malang Tourism Management**

According to the regulation of the Governor of East Java Number 134 of 2016 concerning the position, organizational structure, description of duties and functions as well as the work procedures of the Coordinating Board for the Regional Government and Development of East Java Province, the Regional Coordinating Board for Government and Development or what is called Bakorwil is a supporting element for regional heads, led by a Head of Bakorwil, who is under and responsible to the Governor through the Regional Secretary. The task of Bakorwil is to assist the Governor in coordinating the guidance, supervision, supervision, monitoring and evaluation of government administration, development and assistance tasks as well as optimizing the development of the potential of the Regency or City Regional Government. In carrying out this task, Bakorwil has a coordinating function for coaching.

Coordination is the process of organizing elements so complex that they all come together and work together efficiently and coordinated. In management science, the term coordination is various activities that are carried out with the aim of combining goals and action plans that are laid down on all elements. We all know that organizations have different departments and different people with different experiences, ideas, perspectives, and approaches. In management science, these differences must be brought together in a well-organized way to achieve the goals that have been set with the organization.

Bakorwil III Malang as a representative of the East Java Provincial Government who has the main task as a coordinator in the Greater Malang Tourism Management Cooperation feels that it must act if there are mistakes or shortcomings in the formation of this inter-regional cooperation. Bakorwil III Malang regulates in such a way that each stage of the formation of this cooperation starts from the beginning of the initiation of the cooperation formation plan, formation meeting, signing of cooperation,. Bakorwil III Malang as the coordinator feels that it must ensure every stage of the formation of cooperation in the unity of action.

The unity of action in which there are leadership directions in accordance with laws and regulations and the existence of meetings or forums, in this case the direction of the leadership and meetings or forums are one of the important elements in the unity of action. If there is no direction from the leadership or a meeting, the activities carried out by Bakorwil III Malang cannot run well.

In order to remain in the unity of action and harmonize all elements of district/city and provincial stakeholders, Bakorwil held a meeting to synchronize every formation activity with reference to laws and regulations. In the unity of action, there are leadership directions in accordance with laws and regulations and the existence of meetings or forums, in this case the direction of the leadership and meetings or forums are one of the important elements in the unity of action. If there is no direction from the leadership or meetings, the activities carried out by Bakorwil III Malang cannot run properly. With the direction from Bakorwil III Malang which is in accordance with the applicable laws regarding cooperation between regions, it will make it easier for districts/cities to understand and implement instructions from Bakorwil III Malang.

In the coordination that has been carried out by Bakorwil III in the formation of cooperation between regions, Malang Raya has followed the instructions for activities made by Bakorwil III Malang. The stage activities that have been carried out in the formation of this collaboration are the Coordination and Facilitation Meeting for the Discussion of the Plan for the Formation of Cooperation Between Greater Malang Regions. Coordination Meeting in the Context of Follow-up Discussion on the Plan for the Formation of Cooperation Between Greater Malang Regions, Signing of a Joint Agreement on Cooperation Between Greater Malang Regions at the Bakorwil III Malang Office.

The MoU between the three regions is used as the basis for cooperation. The signing of the cooperation between the three regions was attended by the Mayor of Malang, Deputy Mayor of Malang, Deputy Regent of Malang and Deputy Mayor of Batu. The signing of the MoU is related to regional development cooperation in the Greater Malang region. The cooperation of the three regions is an extension of the joint agreement, in order to realize Malang Raya Maju together. The synergy of the three regions in Greater Malang is to strengthen the tourism sector. Such as related jargon for the tourism sector which will actually refer to one icon "Wonderful Indonesia". Tourism publications are not individual, so Wonderful Indonesia. By continuing to introduce the tourism potential in Malang City, Malang Regency and Batu City. The cooperation is in line with Government Regulation (PP) Number

28 of 2018 concerning Regional Cooperation. It is hoped that this synergy can be the basis for cooperation, which is expected to be able to encourage development in the three regions

### **The Role of Bakorwil III Malang as a Facilitator in Inter-Regional Cooperation in Greater Malang Tourism Management**

Facilities and infrastructure are one of the elements that support and have influence in the implementation of the Greater Malang Cooperation. The provision of facilities that meet the needs such as office equipment and funds will greatly support the role of Bakorwil. Based on the findings of the research. As a facilitator, Bakorwil III Malang as a facilitator in the Meeting and Signing of Cooperation between the Greater Malang Government. Bakorwil III Malang acts as a facilitator in coordinating between the Greater Malang government and other stakeholders. This facilitation includes program alignment, coordination meetings, and the establishment of discussion and consultation forums between stakeholders. Bakorwil II Malang provides information and can facilitate the information needed by the Regency/City.

As a Facilitator, Bakorwil III Malang conducts Facilitation Assistance on the Tourism Village Project. This activity is a form of collaboration and support for the Millennial Job Center (MJC) project. So that the village can independently promote tourism and local wisdom in it. Considering that currently there are still many tourism potentials in the village that have not been explored to the maximum. In addition, the assistance is also a digitalization effort so that the output is in the form of promotional materials to tourism villages in the form of company profiles, village infographics, videos of superior village tours, photos of MSME products, and logo making. The title of the work, which is also called the 2023 Talenta Millennial Festival (TMF), took place at the Arjuna Bakorwil III Building, Malang.

The role of Bakorwil III Malang is to facilitate Government Regulation (PP) Number 28 of 2018 concerning Regional Cooperation to districts/cities in their area regarding procedures for implementing cooperation between regions, as well as facilitating musrenbangreg. The role of the National Government has not been seen in making regulations on cooperation between regions because there is no update. The role of the local and provincial governments shows that there is a process of involvement from the parties concerned as a form of their participation.

## **Obstacles Faced by the Role of Bakorwil III as a Government Organizer in Inter-Regional Cooperation in Malang Raya Tourism Management**

In carrying out its role, namely as a Coordinator and Facilitator of Inter-Regional Cooperation in Greater Malang Tourism Management , Bakorwil III Malang experienced obstacles or obstacles, including:

### **1) Differences in Political Interests**

One of the biggest obstacles in the integration of Greater Malang is the difference in political interests between the three regions. Each region has its own local government that has its own autonomy, and integration can be seen as a threat to their power and authority.

Malang City: As an educational and cultural center. Malang Regency: As the largest area, Malang Regency may feel that its natural resources will be exploited for the benefit of Malang City and Batu. Batu City: As a major tourist destination, Batu City may be reluctant to share tourism revenue with other regions.

### **2) Development Inequality**

Development inequality between the three regions can be an obstacle to integration. Malang City and Batu City are relatively more advanced in terms of infrastructure and economy, while some areas of Malang Regency are still lagging behind. Integration without careful planning can exacerbate this inequality, where development is only concentrated in developed regions

### **3) Differences in Regional Characteristics**

The three regions have different characteristics:

- Malang City: Urban, densely populated, and oriented towards education and services.
- Malang Regency: Rural, with a focus on agriculture and industry.
- Batu City: Tourism, with a focus on tourism and environmental development.

These differences can make it difficult to formulate policies that are fair and equitable for all regions.

### **4) Budget Limitations**

Greater Malang Tourism Cooperation requires a large budget to build integrated infrastructure, improve public services, and overcome development inequality. The source of funding is a challenge in itself, especially if the three regions do not agree on the distribution of budget contributions

## 5. CONCLUSION

Bakorwil III Malang as a representative of the East Java Provincial Government who has the main task as a coordinator in the Greater Malang Tourism Management Cooperation feels that it must act if there are mistakes or shortcomings in the formation of this inter-regional cooperation. Bakorwil III Malang regulates in such a way that each stage of the formation of this cooperation starts from the beginning of the initiation of the cooperation formation plan, formation meeting, signing of cooperation,. Bakorwil III Malang as the coordinator feels that it must ensure every stage of the formation of cooperation in the unity of action. The unity of action in which there are leadership directions in accordance with laws and regulations and the existence of meetings or forums, in this case the direction of the leadership and meetings or forums are one of the important elements in the unity of action. If there is no direction from the leadership or meetings, the activities carried out by Bakorwil III Malang cannot run properly. As a facilitator, Bakorwil III Malang as a facilitator in the Meeting and Signing of Cooperation between the Greater Malang Government. Bakorwil III Malang acts as a facilitator in coordinating between the Greater Malang government and other stakeholders. This facilitation includes program alignment, coordination meetings, and the establishment of discussion and consultation forums between stakeholders. Bakorwil II Malang provides information and can facilitate the information needed by the Regency/City. The role of Bakorwil III Malang is to facilitate Government Regulation (PP) Number 28 of 2018 concerning Regional Cooperation to districts/cities in their area regarding procedures for implementing cooperation between regions, as well as facilitating musrenbangreg. In carrying out its role, namely as the Coordinator and Facilitator of Inter-Regional Cooperation in Greater Malang Tourism Management, Bakorwil III Malang experienced obstacles or obstacles, including: Differences in Political Interests, Development Inequality, Differences in Regional Characteristics, and Budget Limitations

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