

# Borderlands and Tourism Development in Kalimantan Island: Kalimantan Barat, Indonesia - Sarawak, Malaysia “Head to Head”

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As part of the regions that share lands and boundaries, Sarawak-Malaysia and Kalimantan Barat-Indonesia have respective characteristics in the borderlands treatment. This paper aims to explore and compare the border areas between two nations, ranging from the borderlands profiles, (tourism) development and planning, and their opportunities. Besides, this paper also wants to highlight tourism development as one of the strategies. This paper uses documentary research to seek “text and context” by narratively describing and compiling the documents. From the discussion, it can be seen that both regions have different characteristics of conditions and problems. For tourism development, different approaches are also “colored” with timing, momentum, and priorities; as influenced and supported by the national plans. Tourism in the borderlands is the impetus in which each regions has already been aware of this potential because of the traction of informal flow, accessibility, supply, and demand. Furthermore, we argue that if tourism has exist at the first place, in the future, by its backward linkages, it will encourage more physical and economic development and cooperation between nations.

**Keywords:** *borderland, tourism development, Sarawak, Kalimantan Barat*

## 1. INTRODUCTION

Indonesia and Malaysia have a long historical background of bilateral relations, as well as on the regional level with other countries. As recorded by Ministry of Foreign Affairs of the Republic of Indonesia, the cooperation between Indonesia and Malaysia in diplomatic (political and security) issues was officially initiated on 31 August 1957 (<http://www.kemlu.go.id>), which was then in 1976 followed by trade and investment cooperation and developed into other agreements. And, the Ministry also remarked that in the past there was already a contact between the two nations. There was a bond between the two nations during the period of Sriwijaya Empire (7<sup>th</sup> Century) as well as the age of the Sultanate of Samudra Pasai (17<sup>th</sup> Century) in form of ethnic, cultural, language, religious, and other social-cultural relations. Also, Liow (2005) states that the “connection” between the two nations also happened before the arrival of colonial powers. The interconnectedness happened in the regional system of trade, inter-marriage, and politics. Liow also mentions that the notion of “kinship” has been a great feature in their

diplomatic relationship. There is a concept of “blood-brothers” that can be tracked through ideology, history, commonalities of race, ethnicity, and cultural forms. In addition, the relationship between the two nations is not always fine; there are often some problems and disputes, to name but a few, “confrontation era” (1963-1965), labor/immigrations, cultural ownership, until the border issues between the two countries. To restore the relationship, in 1967 these two countries became the founders of ASEAN (Association of Southeast Asian Nations), which was then followed by other regional cooperations, such as Indonesia-Malaysia-Thailand Growth Triangle (IMT-GT, 1993) and The Brunei Darussalam-Indonesia-Malaysia-Philippines East ASEAN Growth Area (BIMP-EAGA, 1994).

In the border issue between the two countries, an official agreement on the national areas was discussed in Kuala Lumpur in 1969 (based on the list of international treaties, Ministry of Foreign Affairs of the Republic of Indonesia). The discussion produced an agreement on the delimitation of the continental shelves between two countries. Afterwards, in 1984 and 2006 an

agreement on border crossing were also reached and has continued up to the recent time, especially for continental shelf border, territorial sea boundary, and the exclusive economic zone. According to the National Development Planning Agency (Bappenas, Indonesia), Indonesia-Malaysia has two types of border areas, namely (1) land border in Kalimantan; and (2) sea/outer small islands (in Riau, Kalimantan, and Sulawesi). Between the two countries (borderlands), the differences are seen if related to the physical conditions. These conditions are caused by the past paradigm (from the Indonesian side) that more concerns would be put on security matter (inward looking) rather than the welfare. Batubara (2011) summarizes that the common problems of borderlands in Indonesia (as well as Kalimantan Barat) are accessibility (isolation), facilities, infrastructures, transportation, and telecommunication. In addition, if we compared with the Malaysian side, the border areas are mostly fully equipped by roads (transportation and accessibility), electricity, telephone, and health treatment access. Besides, the commercial centers and tourism places are well-designed and attractive. Because of these conditions, it is not uncommon that there are many Indonesian people/communities in the border areas prefer to be in Malaysia.

To deal with this problem, the government of Indonesia through spatial policy and other ministerial policies has approved several plans to promote the development in the borderlands. The plans are Government Regulation of National Spatial Plan, 2008 (as a translation of National Spatial Planning Law) and State's Territory Law (2008). These laws and regulations have shown some efforts to raise the borderlands development by promoting them to become strategic areas and centers of urban development. On the other hand, the development of borderlands in Malaysia is more advanced. Through Tenth Malaysian Plan (2011-2015), Malaysia focuses on the key growth engines by corridors around cluster. Sarawak, which is direct bordering with Kalimantan Barat, is promoted to become Sarawak Corridor Renewable Energy (SCORE) that encourages investment in power generation, energy-intensive industries, port and hub, and tourism-based industries. In the tourism aspect, along the borderlines, the tourism potentials exist and have strategic values to develop. Most of the tourism attractions consist of protected forests, national parks, natural lakes, and other nature-cultural-based tourism potentials (Directorate of Special and Lagging Areas,

Bappenas-Indonesia, retrieved on April 2013). Another concern is the opportunity of people, goods, and service flow between the two countries. This condition should be kept interactively benefiting each other to share the equal/mutual values of growth.

Related to the tourism in the borderlands, an academic discussion has tracked the importance of tourism development. For regional development, tourism may encourage the development of the local region/areas. The development might be the procurement of facilities and infrastructure (Manfred, 1985), generating local income, upgrading and interlink to other activities (Nijkamp, 2000), improving mobility, stimulated cooperation (Rogerson, 2007) and can also lead to business network (Morrison *et al.*, 2005). For borderlands, tourism may also become "a growth machine". Tourism encourages and promotes economic and social development (Gelbman and Timothy, 2011), promotes the area to become international "space" of tourism attraction (Timothy *et al.*, 2012), contributes to innovation and knowledge transfer/development (Weidenfeld, 2013), and may raise the issues of cooperation between countries (Milenkovic, 2012). From all perspectives, the writers suggest that it is worth to consider and brings tourism discussion in borderlands development between Indonesia and Malaysia, therefore, this paper tries to study and discuss comparatively the conditions in both countries.

This paper aims to explore and compare the border areas between two nations (Kalimantan Barat, Indonesia and Sarawak, Malaysia) and especially focuses on the borderlands "treatment" and tourism development/plan to gain the insight of "comparative experiences" from each border area. This paper also tries to bring and underline the virtues and opportunities of the tourism development that can benefit the borderlands. This paper uses documentary research which is conceptually integrated by locating, identifying, retrieving, and analyzing the documents for their relevant significance and meaning (Altheide in Bryman and Burgess, 1999) for the research interest. As a preliminary research, this paper narratively describes the data from the references (books and journals), rules and laws, policies, government reports, planning and development documents, media reportage series from reputable sources, and other related secondary data to have comparative results. From all the relevant data, the



Figure 1: Kalimantan (Borneo) Island

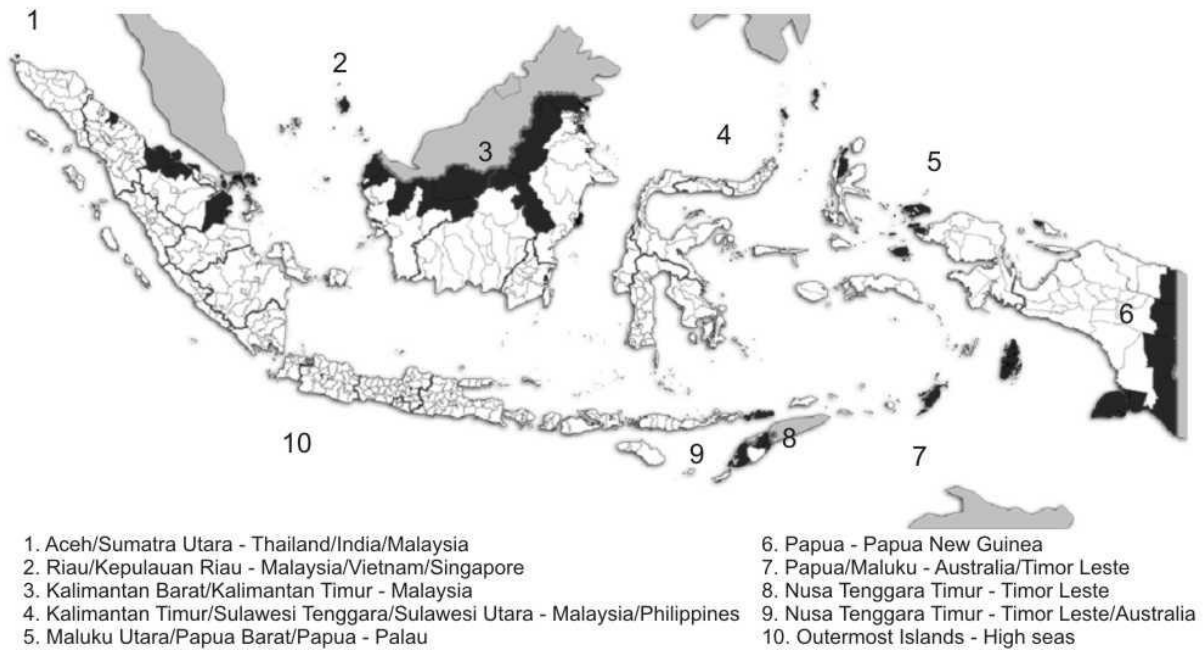


Figure 2: Border areas in Indonesia (in dark shaded)

Source: Modified from Bappenas, Retrieved on September, 2013

findings and discussion are set up based on (1) the description of each border area, (2) the tourism development and planning profiles, and (3) the idea of tourism as the development strategies. The findings and discussion are also based on the theory communication which is then displayed through comparison.

## 2. BORDERLANDS PROFILE

Republic of Indonesia has direct borders with 10 countries that spread in 12 provinces. On the land, Indonesia has directly been adjacent to Malaysia, Papua New Guinea, and Timor Leste. Meanwhile on the sea and small outer islands territory,

Table 1: Borderland's Profile Summary

No	Indicator	Kalimantan Barat		Sarawak	
1	Regency/ division (no.)	5		4	
2	District (no.)	15		8	
3	Name of regency/ division and district that connected	Regency	District	Division	District
		Sambas	Paloh, Sajingan Besar	Kuching	Bau, Lundu
		Bengkayang	Jagoi Babang, Siding	Samarahan	Serian
		Sanggau	Entikong, Sekayam	Sri Aman	Sri Aman, Lubok Antu
		Sintang	Ketungau Hulu, Ketungau Tengah	Kapit	Kapit, Belaga, Song
	Kapuas Hulu	Putussibau, Kedamin, Puring Kencana, Empanang, Badau, Batang Lupar, Embaloh Hulu			
4	Total area of districts (sq. km)	25,168		49,136.9	
5	General geographic/ topographic condition	Mostly plain land under 200 meters above the sea level with hard terrain condition, wavy, many watersheds, and only small part as highlands		Coastal plain, mountainous interior/inland region, undulating hills and the boundary line (Sarawak-West-Kalimantan) formed by the watershed	
6	Land-use	Forest, agriculture, plantation, crops, catchment areas, settlement, and some mining areas		Agriculture; paddy field, coconut, etc., forest, secondary forest, undeveloped land, settlement, swamp	
7	Total population in districts (people)	181,352 (2005)		386,794 (2010)	
8	Population density in districts (people/sq. km)	7 - 8		Ranged between 1.8 - 61	
9	General livelihood	Agriculture, fishery, trade activities; retail, webbing industry, laborer		Agriculture, forestry, livestock, fishing, trade; personal service, manufacturing, retail	
10	Per capita income (USD)	312-590 (in 5 regencies); 1,372 (in scale of province, 2011)		10,475 (in scale of State, 2010)	
11	General facilities and infrastructure condition	Mostly limited, with low accessibility and isolated in facilities, infrastructures, transportation, and telecommunication. Currently still on planning and development		Mostly has been able to meet the level of consumption/need, even that sometime in certain villages or rural areas road has not been well maintained, and poor linkages because of geographic condition	

Source: Compiled from:

(1) Sarawak Facts & Figure 2011,

(2) Borderlands Profile in Kalimantan Barat, Bappenas

(3) Borderland Master plan-Kalimantan Barat, Draft of 2005, (4) State Planning Unit and Sarawak Government Portal,

(5) Samarahan Divisional Strategic Plan, 2006

Note: 1 USD equal to 3.18 RM and 11,500 IDR

Indonesia is bordering with 10 countries: India, Malaysia, Singapore, Thailand, Vietnam, Philippine, Republic of Palau, Australia, Timor Leste, and Papua New Guinea. Based on the “regional cluster”, Bappenas Indonesia has set four (4) types of border areas, namely: (1) land border in Kalimantan (Borneo), (2) land border in Papua, (3) land border in Nusa Tenggara Timur, and (4) sea/outer small islands border areas (including some provinces). In Kalimantan Island, Kalimantan Barat and Kalimantan Timur share borders with Sarawak and Sabah-Malaysia with the borderlines reach almost 1,885.3 km (Directorate of Special and Lagging Areas, retrieved on April 2013). Furthermore, from the Directorate publication, in Kalimantan Barat, there are 966 kilometers of the borderlines that stretch over facing Sarawak-Malaysia and comprise 116 villages, 15 districts, and 5 regencies. It is agreed that there are 16

villages in Kalimantan Barat and 10 villages in Sarawak which become cross-border points (Borderland Master Plan-Kalimantan Barat, draft of 2005). For Custom, Immigration, Quarantine, and Security (CIQS) matters, according to Directorate of Special and Lagging Areas, until 2007 there is only one official CIQS in Kalimantan Barat, which is located between Entikong (Sanggau regency) and faces Tebedu (Sarawak, Malaysia). In 2012, cross-border points (CIQS) Nanga Badau (Kapuas Hulu regency, Indonesia), Lubok Antu (Sarawak, Malaysia), and Aruk (Sambas regency, Indonesia)-Biawak (Sarawak, Malaysia) were established. However, the communities around the borders have been using the unofficial land entry-exit channels; almost 50 tracks, that connect 50 villages from Kalimantan Barat, Indonesia and 32 villages from Sarawak, Malaysia with familial or kinship

relationship (Borderland Master Plan-West Kalimantan, draft of 2005).

The conditions of the border areas are compared based on several perspectives including: (1) administrative and geographic, (2) socio-economic, and (3) infrastructure. From the Indonesian side (Kalimantan Barat), there are five regencies facing Sarawak, with 15 districts (covering an area of 25,168 sq. km or 16.4% of Kalimantan Barat total area). Meanwhile, in Sarawak there are four divisions facing Kalimantan Barat with 8 districts (covering an area of 49,136.9 sq. km or 30.4 % of Sarawak total area). The detailed comparison is as **Table 1**.

### **3. TOURISM DEVELOPMENT: BACKGROUND, POLICY, AND PLAN**

#### **3.1 Sarawak, Malaysia**

In the federal scale, tourism development in Malaysia was established since 1960s (Marzuki, 2010). Recently, tourism industry becomes an important industry after petroleum. According to Awang et al. (2011) Malaysia overall development (1971-1990) was influenced directly by the NEP (New Economic Policy), including tourism which was also influenced, shaped, and encouraged by the NEP (Marzuki, 2010). Marzuki further mentions that the momentum for tourism development was begun in 1970s, after the conference of the Pacific Areas Travel Association (PATA) in Kuala Lumpur. Then, in 1972 Malaysia set up the Tourism Development Corporation (TDC) to promote overseas promotion, development, and coordination, and to improve tourism facilities (Wells, 1982). In line with the progress of TDC, in 1975 National Tourism Master Plan was set, and in 1992 Malaysia Tourism Promotion Board (MTPB Act 1992) was created to replace TDC. According to Hamzah (2004), tourism planning and policy of Malaysia consists of three-tier organization (national, state, and local).

This organization is paired with several “policy” integrations, such as five-year economic plan, national tourism policy study (1992), national ecotourism plan (1996), rural tourism master plan (2001), and the second national tourism policy (2003-2010) that is currently being prepared emphasizing on the unique multi-culturalism as the major selling points. Anuar et al. (2013) adds that another supplement that supports the tourism development is the latest Economic Transformation

Program (ETP) which is designed to drive economic development of Malaysia as one of high-income countries.

According to Marzuki (2010) after fifteen (15) years of the implementation of the tourism master plan, the tourism development is still unequal, especially in Sabah and Sarawak. To deal with it, the sixth Malaysia Plan (1991-1995) and the seventh (1996-2000) stressed on the national integration, which were then followed by setting up the State Tourism Action Council (STAC) to link federal government and state in 2002 (Hamzah, 2004). As one of the states in Malaysia, Sarawak, as mentioned by Ngaire (1999), since Tourism Development Cooperation (TDC) was settled, still display a lack of interest (still concentrated) (Opperman, 1999). Ngaire states that the formal tourism planning in Sarawak was established in 1981 by doing asset and limit evaluation that somehow is more concentrated in Kuching with the strategy of “an open air museum”. In 1993, the second tourism plan was set that focused more on sustainability, historical images in promoting traditional longhouse and local community. The plan also tried to shift away from Kuching as a center of development. On the “on-going” Malaysia Plan (Tenth plan, 2011-2015), Sarawak is promoted to become the corridor of renewable energy (Sarawak Corridor Renewable Energy; SCORE). The plan focuses on the central region of Sarawak and tries to develop a smart city, service and nerve center, regional port and halal hub, heavy industry, and tourism (lakes and dams, and ecotourism).

#### **3.2 Kalimantan Barat, Indonesia**

Looking back to the historical background, according to Yoeti (in Febrianty, 2007), tourism historical development of Indonesian is divided into three periods, namely Dutch colonialism, Japanese occupation, and after Independence. In the 19th century, the national tourism was officially begun with the decision of Dutch Governor General to establish the Vereeniging Toeristen Verkeer (VTV) or the tourism bureau. In the era of Japanese occupation, there were no tourism activities. After independence era, the tourism activity was back to its nature and included in the national and governmental plan. In the national scale, tourism development in Indonesia was pushed through the national law/act. The first endorsement was the

Table 2: Tourism Profile Summary

No	Indicator	Kalimantan Barat	Indonesia	Sarawak	Malaysia
1	Total area (sq. km)	146,807	1,910,931.32	124,449.5	330,290
2	Population (people)	4,395,983 (2010)	244,200,000 (2012)	2,520,000 (2011)	29,340,000 (2012)
3	Visitor number (total)	-	-	4,069,023	-
	• Foreign visitor number (people)	25,389 (2010)	7,649,731 (2011)	2,634,715 (2012)	32,762.800 (2011)
	• Domestic visitor (people/trips)	-	236,752,000 (2011, trips)	1,434,308 (2012, people)	162,835,000 (2011, trips)
4	Major nationality (foreign visitor)	ASEAN, Asia, Europe, Oceania, USA	Singapore, Malaysia, Australia, China, Japan, etc.	Brunei, Indonesia, Philippines, Singapore, China, etc.	Singapore, Indonesia, Thailand, Brunei Darussalam, China, etc.
5	Total receipts (USD, in million)	-	22,196	2,695	32,219
	• Receipts, foreign (USD, in million)	-	8,554 (2011)	1,954 (2012)	18,918 (2011)
	• Receipts, domestic (USD, in million)	-	13,642 (2011)	741 (2012)	13,301 (2011)
	Share to national GDP (%)	-	4% (2011)	-	10.9 % (2011)
6	Tourism promotion budget (USD, in million)	Indonesia: 52.8 (2013)		Malaysia: 115 (2013)	
7	Competitiveness rank (2013)	Indonesia: 74		Malaysia: 35	
8	Tourism potencies/strength	Marine, water rapids, waterfall, national park, monument, park, museum	Natural resources, price competitiveness	National park, waterfront, museum, wildlife, culture, river cruise, longhouse, etc.	Policy and rules, price competitiveness
9	Tourism development/planning direction	West Kalimantan: based on areas characteristic (cluster), thematic and networking, integrated node, nature-cultural based		Sarawak: increase sustainable tourism, culture, adventure and nature, community based eco-tourism and homestay, Sarawak my second home	
10	Authority	Top-bottom: Central Government, Province, Regency and City		Top-bottom: Federal, State, Local	
11	Other policies/plan related	Development plan, Economic plan, Government plan		Development plan, Economic plan, Local authorities plan	

**Source:** Compiled from: (1) Kalimantan Barat in Figure, 2011, (2) Sarawak Facts & Figure 2011, (3) Statistical Handbook Malaysia 2012, (3) Tourism Statistical Report, Ministry of Tourism and Creative Economy, Indonesia (4) Statistical Yearbook of Indonesia, 2013, (4) Sarawak Tourism Quick Facts, 2012, (5) Malaysia Tourism Satellite Account 2005-2011, (6) Malaysia Domestic Tourism Survey, 2011, (7) The Travel and Tourism Competitiveness Report, 2013, (8) Kalimantan Barat Tourism Development Master plan, 2007, (9) Travelbiznews News, (10) Kompas News, (11) East Malaysia Tourism Guide, (12) Ministry of Tourism Sarawak  
**Note:** 1 USD equal to 3.18 RM and 11,500 IDR

National Tourism Law No. 9 of 1990 and in 2009 a new law was issued (No. 10 of 2009). The difference between the two laws lies in the emphasis of each. In the law of 1990, tourism policy concerns more on tourism attraction classification and its business. Meanwhile, in the law of 2009, the policy is more comprehensive, detailed, and concerning not only on tourism attraction, but also on the bigger issues, such as tourism destination, tourism industry, promotion (promotion board), government authority level, association, and human resources. Moreover, the development of tourism in Indonesia is also related with several other policies (excluding the tourism law), such as (1) Medium to Long-term

Development Plan 2010-2014, (2) Master Plan of National Tourism Development 2010-2025, (3) Strategic Plan of the Ministry of Tourism and Creative Economy 2012-2104, (3) Master Plan of Acceleration and Expansion of Indonesia Development (2011-2025), and annual-based Government Work Plan.

According to the tourism law (2009), every government (central government, regent government, and municipal government) needs to prepare and set up a Regional Tourism Development Master Plan (RIPPDA). This plan consists of tourism destination determination, tourism attraction, tourism business management, and other tourism management. Kalimantan Barat

province has set up the latest tourism development master plan of 2007-2017 (in 2011 it was revised) and synchronized it with the provincial mid-term/long-term development plan (2008-2013, 2008-2028). However, the master plan has not been “approved” through provincial government regulation (PERDA). Based on the provincial tourism development master plan, the tourism development and planning in Kalimantan Barat is divided into four regional clusters and spreads to all of the regencies. The clusters are categorized as: (1) urban areas, (2) watershed areas, (3) state boundary areas, (4) and provincial boundary areas. Also, the development strategies recognize thematic products as the basis of development, such as urban tourism and MICE, ecotourism, special interest tourism (living culture and jungle trekking), marine tourism, and recreation. All the thematic products are set in accordance to the region/regency characteristics, location, networking, and potentials.

#### **4. TOURISM AND BORDERLANDS DEVELOPMENT**

Borderlands are spaces where the normative systems meet, which can mean that the border is a barrier, hindering, and controlling cross-border (Wasti-Walter, 2009). Clad et al. (2011) mention that the border area somehow still concerns with politics, meanwhile the physical demarcation of these boundaries lagged. When linked to the previous case (Kalimantan Barat and Sarawak), many areas of the borderlands do not enjoy the usability of the facilities and infrastructures because of the considerations on the distance, geographical condition, limited budget, and even the past improper development paradigm or planning. In relation to it, the writers think that there is still an opportunity to develop due to the closeness conditions; the flows of people, goods, and services across the border areas. The conditions may bring “a desire” to visit, also, to travel always which encourage the people to challenge the boundaries (Prokkola, 2007). In our opinion, visiting is closely related to tourism. When we think of tourism, we also think of people who are visiting a particular place, sightseeing, visiting friends, taking a vacation, etc. (Goeldner and Ritchie, 2012). Furthermore, tourism can be defined as the process, activities, and outcomes arising from the relationships and the interaction between different perspectives (Goeldner and Ritchie, 2012).

As one of the tools of development, tourism development in borderlands is feasible to improve the development in borderlands. Tourism attraction or destination leads the local development in some aspects. Those aspects covered are physical development (through tourism facilities and infrastructures), economic development promotion, people mobility, business network, and government concerns.

In the physical, social, and economic development, Gelbman and Timothy (2011) find that that tourism has promoted social and economic conditions through the tourism attractions development. Timothy, et al. (2012) remark that some international borders and their adjacent territories attract tourists (including for shopping, gambling, prostitution, and medical procedures) and the need for modified infrastructures. From the economic perspective, tourism contribution in borderlands can be achieved by analyzing the flow focusing on the movement of goods, service, and people across the border (adopted from Houtman in Anderson and Wever, 2003). Based on the tourist arrival (flow) statistical data, we can see how the two regions (Kalimantan Barat and Sarawak) interact with each other in terms of visitor number. In 2010, there were 21,809 tourists (85.8% of the total visitors) recorded coming to Kalimantan Barat through Entikong (Kalimantan Barat in Figures, 2011). On the other hand, in 2012, based on Sarawak Tourism Quick Facts 2012, Sarawak recorded that there were 417,072 tourists from Indonesia (15.8% of the total visitors) and around 200,000 of them (or more) were land crossers that went through cross border areas: Biawak, Serikin, Lubok Antu, and Tebedu. Based on these data, Kalimantan Barat seems to be lagging behind in attracting tourists and identifying its market, while Sarawak has recognized that one of their strongest markets is Kalimantan (especially weekend shoppers) and continues to promote Sarawak by hosting mega events (Media Centre, Ministry of Tourism Sarawak, retrieved in October, 2013). In regard with this situation, most of the border regions in Indonesia have started taking early initiatives for the “convenience” of cross-border activities by developing their tourism appeal and promotion. Sambas and Kapuas Hulu regencies, for example, have tried to develop their tourism sectors by orientating the promotion to Sarawak and Brunei Darussalam (e.g. Danau Sentarum-Betung Kerihun festival in Kapuas Hulu and art-cultural festival in Sambas: Sultanate palace in Sambas, Naik Dango, etc.).

Tourism contribution to the national economics and business should not be underestimated. Rogerson (2007) mentions that tourism is widely recognized as an instrument of local economic development to secure new economics and promote employment growth and as a vehicle to stimulate the economic development. According to Morrison et al. (2005), tourism attraction can also lead to business network in local destination and bring some benefits, such as learning and exchange, business activities, and community interaction. Economic interaction in the border areas depends on the nature of that border in the degree of openness, the degree of cultural, racial, linguistic differences, political relations between the respective regions and the degree of economic disparity (Anderson and Wever, 2003). The economic beat (as tourism backward linkages) in borderlands between Kalimantan Barat and Sarawak can be identified through several conditions. As a gate for tourist, borderlands benefits from their short distance. One of the attractions that make tourism become trigger for the local (economic) development is weekend market in Sarawak. For local people (in Sarikin, Sawarak), weekend market becomes one of Sarawak's tourist destinations. On Saturdays and Sundays, Sarikin is crowded by the visitors from Kuala Lumpur, Kuching, and Brunei Darussalam, as well as traders from Kalimantan Barat (The Jakarta Post, 2013). As mentioned by Awang et al. (2013), cross-border trade activities continue to grow where traders and customers from two nations gather and carry out transactions. Many of cross-borders traders offer goods ranging from raw materials (from Kalimantan Barat), processed commodities (from Sarawak) until unique commodities like souvenir/handicraft, clothes/garment, food, etc. (Dissing, et al., 2010). Another advanced "business" developed by Sarawak is medical tourism and education. According to Borneo Post (2011), the state government is serious in tapping revenue from medical tourism as there is a demand from Kalimantan. Besides, education also becomes another consideration to attract students from Kalimantan (Sarawak tribune, 2003) and spend their time in Sarawak.

Tourism may also raise the (central) government concern. Xu, et al. (2006) mention that sometimes "competition" and political-economic gap between countries/regions force the local government to actively joins as a part of and promote the local economic growth. Having seen the unmatched speed of development in

neighboring country, the government of Indonesia has tried to boost the development in borderlands through tourism. National tourism master plan 2010-2015 has set some tourism destinations in the regencies (of border areas) to be the national tourism strategic areas, which become the priority of the nation, province, and regencies. The central government will help the financing. In addition, as stated in the national spatial planning and State's Territory Law, most of the border areas are granted the "privileges" to decide themselves as the centers of urban growth (national strategic areas). The laws also established a special national agency (BNPP) in 2010 to coordinate borderlands management and encourage the accelerated development in the borderlands. Moreover, since 2005 the central government has prepared a draft of spatial policy for Kalimantan-Sarawak-Sabah Border Area (KASABA) to promote national integrity and improve social welfare in the borderlands, and one of the flagships is nature-based tourism. To facilitate the accessibility for tourist, the construction of a parallel road in borderlands is also encouraged, and it is expected to be completed in 2016. Based on the regional planning agency data (of Kalimantan Barat), in 2012, the construction progress made 120.32 km road paved (by asphalt). The road whose surface was covered by gravel reached 105.02 km; 260.70 km of road was still land road, and the unopened roads reached 479.96 km.

Beside "competition", tourism in the borderlands encourages cooperation between countries. Nolte (2008) conclude that the "integrative" approach between two countries/areas in the border area might promote agreement collaboration. Shin (2007) states that borderlands is somehow about cooperation (in terms of nature-based tourism). Because of the interaction between both regions (Kalimantan Barat and Sarawak) at the regional scale, Ministerial understanding on ASEAN Cooperation in Tourism (1998) and IMT-GT sub-regional cooperation for tourism exist. On the local level, there is a regular meeting of SOSEK-MALINDO (the 28<sup>th</sup> in 2012) which results in joint development and promotion between Kalimantan Barat and Sarawak: building an information center, joint notice board, joint exit survey, tourism invitation for festivals/events, ecotourism development, museum exchange collection, tour packet, and preparing visa on arrival (Antaraneews, 2012), and also to prepare other exit-entry points that spread along the districts between both regions. Most of the tourism



potencies in the border areas between Kalimantan Barat and Sarawak consist of natural forests, national parks, natural lakes, waterfalls, and indigenous local communities that can be developed into the nature/culture-based tourism (Directorate of Special and Lagging Areas, retrieved in April 2013). Based on this issue, another way to develop borderlands through tourism is by working together in a joint program; one of them is ecotourism development in the framework of Heart of Borneo (Hob). The Hob is a conservation and sustainable development program aimed to conserve the tropical forest inter-connecting Kalimantan Barat, the states of Sarawak and Sabah, and Brunei Darussalam that was initiated in 2005 (Heart of Borneo Strategic Plan of Action, retrieved in May 2013). The ecotourism program is developed in accordance to each of the countries tourism plan by focusing on the trans-border ecotourism, networking management, and community-based development.

## 5. CONCLUSION REMARKS

This paper is not a comparison to judge which one is better or which one is worse, but it is an exploratory study to review the issue of borderlands from the tourism perspective. The political and security approach of the past is constantly suppressed by the need for the community welfare and cooperation that have changed the perspective on the borderlands issue. Tourism is considered as one of the essential matters to develop borderlands because of the existence of attraction, motivation, leisure time, and access that encourages people to challenge the boundaries. From the cases of Kalimantan Barat and Sarawak, we can see how these two areas interact with each other. The historical background and specific condition between both regions/countries give insight on the national and local interest. Each of the regions have already been aware of the tourism potential resulting from the degree of openness, supply, and demand. So far, Sarawak successfully attracts many tourists from Indonesia (Kalimantan) because of the ease of access (facilities) that is provided and prepared, although many weekend traders from Kalimantan Barat also take the advantage from it. In the simple way, it can be concluded that the informal activities/interactions between residents have formed traction that attracts people to enter one region, which is then followed by tourism promotion. This condition continues to grow and become a concern for both governments because it

is not uncommon that imbalance can take place as well as consideration of further development. The local cooperation in the future through the study on the tourism potentials (differentiation), market identification, target of promotion, and how to fill the market gap can be the best way. Those are expected to be able to bring interactive conditions, understanding, and benefits for one another, and to share the equal values of growth.

## 6. LIMITATION

We classify this paper as a preliminary research communication. The writers realize that there are several limitation, especially the lack of updated comprehensive documents that have been recorded resulting from the lack of related data of the corresponding regions/areas, different data series in terms of several categories, like year, and the occasional occurrence of one-way discussion related to places/areas. Regardless the lacks, the main goal of this paper is to promote the tourism development as one of the strategies in the borderlands development by exploring the condition and opportunities. Therefore, the writers are encouraged to continue to the next research.

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