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## Implementation of Border Tourism Development Policy: Analysis of the Dynamics of Policy Content and Implementation Context

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**Abstract:** Border regions play a crucial role in strengthening national sovereignty and supporting development based on local potential. Sambas Regency, West Kalimantan, which borders Sarawak, Malaysia, prioritizes the tourism sector in its development plans. However, implementing tourism policies in this region has not been optimal. This study aims to analyze the implementation of tourism development policies in border areas using Merilee S. Grindle's policy implementation theory, which examines two main aspects: policy content and implementation context. The research approach used is qualitative with a case study, through in-depth interviews and document analysis. The research findings show that although the existing policies align with the direction of border area development, several issues have emerged in their implementation. There are gaps in the distribution of benefits, a lack of involvement from local stakeholders, and a mismatch between policy content and the implementation context. The main constraints identified are weak intersectoral coordination, low community participation, and limited institutional capacity. These findings suggest that successfully implementing border tourism policies requires governance based on collaboration and participation. Therefore, it is recommended to strengthen coordination among relevant sectors, enhance local community participation, and improve institutional capacity to support more effective policies.

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## 1 Intrpduction

Tourism development in Sambas Regency, which is a border area, has strategic potential to accelerate economic development and reduce inequality. With the attractiveness of coastal nature and culture, as well as its proximity to the Aruk Cross Border Post (PLBN), Sambas Regency has a great opportunity to utilize the tourism sector. However, its contribution to the Regional Original Revenue (PAD) is still relatively low, and limited infrastructure is the main problem in developing the tourism sector (Baihaki, 2023). Therefore, an integrated policy, as stated in Regional Regulation (Perda) No. 5 of 2016 concerning the Sambas Regency Tourism Development Master Plan (RIPPARDA), is very important to maximize this potential, with a focus on institutional strengthening, infrastructure development, and local community empowerment (Siallagan, D. Y., Yanto, H., & Awaluddin, 2022). Border areas, such as Sambas Regency, have a strategic position in maintaining state sovereignty and encouraging economic growth, although they often face underdevelopment (Heriyanto, H., Rifdan, R., Niswaty, R., & Kasmawati, 2024). In this context, the Indonesian government has made tourism development a key instrument in border area development policy, in order to improve the welfare of local communities and reduce development inequality (Bappenas, 2020).

Various studies related to cross-border tourism management have highlighted various important aspects, but have not deeply discussed policy implementation issues in the field. Most studies focus more on theoretical aspects or specific themes. (Tran, M. D., & Nguyen, 2019) Highlighted the importance of community empowerment in increasing participation and welfare, but they did not address the issue of coordination between actors needed for effective policy implementation. (Tan, W., Liu, Y., Zhang, L., & Zhang, 2022) focused on infrastructure development, but did not take into account the social, political, and inter-sectoral coordination issues that affect policy implementation. (Kim, H., & Kim, 2018) Emphasizes the importance of international cooperation in cross-border tourism management, but this study focuses more on international policies without delving deeply into policy implementation issues at the local level. (Lee, C. C., & Chien, 2020) Pays attention to coordination between actors, but emphasizes more on coordination theory without discussing the actual problems that arise in policy implementation. Meanwhile, (Mustika, D. R., Suprpto, H., & Wibowo, 2021) identify problems such as overlapping regulations and limited institutional capacity, but have not discussed in depth how policies are implemented in the field and how the role of collaboration between actors in overcoming these problems. Overall, although many studies have examined various aspects of cross-border tourism management, there is still a lack of empirical research that deeply examines policy implementation at the local level.

The phenomenon in the field shows a significant gap between the planned policy and its implementation. In Sambas Regency, although the border tourism development policy has been regulated in Sambas Regency Regional Regulation (Perda) Number 5 of 2016 concerning the Master Plan for Tourism Development of Sambas Regency Year 2016-2036, the implementation of this policy has not run optimally. Some of the problems that arise in the field include: first, the lack of coordination between various key actors, such as local governments, the private sector, and local communities, which causes policies not to be fully translated into concrete actions. Second, the limited supporting infrastructure for tourism, such as transportation accessibility and public facilities, hampers the flow of tourists that should be able to boost PAD. Third, social and political issues, including differences in interests between various actors, become obstacles to achieving common goals in cross-border tourism management.

Based on this phenomenon, the purpose of this research is to explore the dynamics of border tourism development policy implementation in Sambas Regency by referring to the policy implementation model developed by Grindle (1980) in Akib (2010). The limitation of this research lies in the locus of the study, namely the West Kalimantan-Malaysia border area so that the results of

the analysis are not intended to be generalized to other border areas in Indonesia. The focus of the analysis is directed at the two dimensions of policy implementation as proposed by Grindle, namely the content of policy and the context of implementation. The content of the policy dimension includes substantial elements of the policy, such as objectives, targets, target groups, implementing actors, and resource allocation. Meanwhile, the context of implementation includes institutional capacity, political support, inter-sectoral coordination, and the level of local community participation. Grindle emphasizes that the effectiveness of policy implementation is strongly influenced by the interaction between the substance of the policy and its implementation context, which depends on the complexity of actors, political commitment, and social stability at the local level (Akib, 2010). Therefore, Grindle's approach is relevant to analyze the extent to which border tourism development policies can be implemented effectively, as well as to examine the role of collaboration between actors in dealing with various problems that arise in the field.

The novelty in this research is the empirical analysis of the implementation of cross-border tourism policies at the local level, especially in the border areas of West Kalimantan. This research fills the gap in tourism policy studies that were previously more theoretical and focused on the macro level. The details discussed are the dynamics of tourism policy implementation contained in Sambas Regency Regional Regulation (Perda) Number 5 of 2016 concerning the Master Plan for Tourism Development of Sambas Regency 2016-2036, as well as how the policy is translated into practice in the border area. This research also identifies applicable solutions that can improve the effectiveness of cross-border tourism policy implementation.

## 2 Research Methods

The method used in this research is a qualitative approach with a case study design (Heriyanto, H., Alfarisi, M. A., & Oktavianda, 2022), which is focused on the implementation of border tourism development policies in Sambas Regency. This approach was chosen to explore an in-depth understanding of policy dynamics, as well as factors that influence collaboration between actors in the context of cross-border tourism (Heriyanto, H., Oktavianda, M., & Suprihartini, 2022). Data collection was conducted through in-depth interviews with several key informants (Jaya, M., & Rinaldi, 2021), involving local government officials, tourism sector entrepreneurs, local community leaders, and international partners involved in border area management. The informants were selected purposively by considering their roles in the implementation of tourism development policies in the region (Heriyanto, 2022). The data obtained through in-depth interviews included their perspectives on opportunity issues, as well as direct experiences in implementing border tourism development policies.

In addition, this research also conducted field observations to understand the social, cultural, and economic context in the border area, as well as the interactions between actors involved in the collaboration. The field observation model was conducted using a participatory approach, where researchers were directly involved in activities relevant to tourism management (Adib, 2024), such as collaborative meetings between local governments and the private sector, as well as local community activities related to tourism (Sudi, D. M., & Jusman, 2023). Observations were made in several strategic locations, including border tourist attractions, service centers, and places that involve interactions between actors involved in the policy. Data analysis was conducted thematically, using Grindle's (1980) policy implementation theoretical framework (Akib, 2010) to identify the dynamics between the content of policy and the context of implementation. With this approach, this study aims to describe the factors that influence the effectiveness of cross-actor collaboration in border tourism development, as well as to explore how the policy is translated into practice on the ground.

### 3 Results and Discussion

The implementation of tourism development policies in Sambas Regency faces complex problems in achieving the set goals. To analyze this, the policy implementation theory proposed by Merilee S. Grindle (1980) in (Akib, 2010) is used, which divides the policy implementation process into two main dimensions, namely the content of policy and the context of implementation. These two dimensions interact with each other and influence the outcome of policy implementation. In the context of Sambas Regency, although tourism development has been regulated through Regional Regulation No. 5/2016, there is a mismatch between ambitious planning and limited implementation capacity at the local level. This imbalance creates obstacles in achieving policy objectives, especially in border areas that have special characteristics, such as limited infrastructure and weak coordination between sectors (Alfarisi, M. A., & Heriyanto, 2023).

Based on these conditions, the next section will discuss in more depth the implementation of tourism development policies in Sambas Regency. The focus of the discussion is directed at the factors that influence the effectiveness of the policy as well as the strategies taken to overcome various obstacles to achieve the expected tourism development goals. The implementation of tourism development policies in Sambas Regency shows complex dynamics. Based on field data and Regional Regulation No. 5/2016, there is a discrepancy between planning ambition and limited implementation capacity at the local level. To clarify these dynamics, Table 1 presents a mapping of field findings based on indicators from each dimension of Grindle's theory.

**Table 1. Mapping of Field Findings based on Grindle's theoretical Indicators**

|                                  |  |   |
|----------------------------------|--|---|
| <b>Content of Policy</b>         | Policy Objectives and Goals                    | Develop border tourism, boost the local economy, and preserve culture.                                      |
|                                  | Benefits and Target Groups                     | Players UMKM and village communities have not felt the significant impact of the policy.                    |
|                                  | Involvement of Implementing Actors             | The Tourism Office and Bappeda are dominant; Pokdarwis and communities are not optimally empowered.         |
|                                  | Resource Distribution                          | Unequal budget, human resources, and infrastructure; are concentrated at the district level.                |
| <b>Context of Implementation</b> | Institutional Capacity                         | Limited technical human resources in tourism; no professional destination management tools available.       |
|                                  | Political and Policy Support                   | Political commitment exists in planning documents but has not been followed by adequate budget allocations. |
|                                  | Inter-sectoral and Cross-regional Coordination | There is no regular collaboration forum between OPDs and village governments.                               |
|                                  | Community Participation                        | Low and sporadic; not yet institutionalized in participatory  |

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platforms such as tourism  
cooperatives.

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Based on the data in Table 1, a complex dynamic between policy planning and implementation at the local level is identified. Further explanation of this is as follows:

### **Content of Policy**

#### **Policy Goals and Objectives**

The Regional Tourism Development Master Plan (RIPPARDA) 2016-2036 as stipulated in Regional Regulation No. 5/2016 sets the goal to develop the border tourism sector as a driving force for the local economy, cultural preservation, and strengthening the strategic position of Sambas Regency as a border area. This planning includes the development of leading tourism destinations, increasing regional income, and empowering local communities. However, in its implementation, this goal has not been fully achieved.

Many target groups, such as MSME actors, village youth, and women, have not experienced significant benefits from the policy. This indicates a policy practice gap, which is the gap between the planned policy and the reality of implementation on the ground (Dam Dong, 2023). In addition, uneven policy implementation illustrates a major problem in regional development policy planning, where constraints on the ground, such as unequal distribution of benefits, are often overlooked (Wijaya, H., & Prabowo, 2021). This condition also shows the need for adjustments in policy planning to be more responsive to the needs of diverse local communities, thus creating more secure sustainability (Carter, J., & Pedersen, 2017). In addition, factors such as infrastructure limitations and weak inter-sectoral coordination also affect the effectiveness of tourism development policy implementation in Sambas Regency. Therefore, strategic steps are needed to overcome these obstacles to realize the expected tourism development goals.

#### **Benefits and Target Groups**

Sambas Regency's Regional Regulation (Perda) Number 5 of 2016 concerning the Master Plan for Tourism Development of Sambas Regency 2016-2036 stipulates that the benefits of tourism development must be felt equally by all levels of society, by emphasizing the empowerment of local communities, strengthening the people's economy, and preserving culture. However, in its implementation, groups with greater economic and political access such as big businessmen and actors close to the bureaucracy are more dominant in benefiting from the policy. In contrast, vulnerable groups such as coastal farmers, fishermen, and female heads of households are often excluded from the distribution of benefits.

This condition shows the phenomenon of tourism-induced vulnerability, which is the vulnerability experienced by local communities as a result of their living areas being used as tourist objects without adequate social and economic protection (Praptika, S., 2024). This inequality not only reflects a failure in equitable distribution of benefits but also risks reinforcing structural injustice and triggering conflicts over resource distribution. Therefore, an inclusive and community-based approach to tourism development is a more promising alternative. This model emphasizes the active involvement of marginalized groups in the process of policy planning, implementation, and evaluation. Studies by (Zapata, M. J., Hall, C. M., Lindo, P., & Vanderschaeghe, 2011) and (Sayuti, 2023) show that substantive community participation can strengthen policy legitimacy, improve social justice, and expand sustainable economic impact.

### **Involvement of Implementing Actors**

The Tourism Office and Bappeda are the main actors in tourism policy implementation, but they are not always well coordinated, especially with village governments and the local private sector. Community and private sector participation in decision-making is still limited and more symbolic. This leads to imbalances in policy implementation, where local communities and the private sector are not deeply involved in more strategic policy planning. According to research by (Rifdah, I., & Kusdiwanggo, 2024), active participation and collaboration-based between parties will increase policy effectiveness. Research results also show that more inclusive collaboration can accelerate policy implementation by utilizing previously untapped local potential (Zapata, M. J., Hall, C. M., Lindo, P., & Vanderschaeghe, 2011). In addition, research by (Sayuti, 2023) emphasizes the importance of the local government's role in building networks and synergies between the public and private sectors to achieve sustainable development goals in the tourism sector. However, in practice, coordination between these actors is still constrained by the unclear roles and responsibilities of each, which causes the policy to be less effective.

In this research, the actors involved consist of several key parties. The Tourism Office and Bappeda as the main actors have a role in formulating policies and organizing budget allocations. However, their involvement in the decision-making process is often limited to the strategic level without directly involving the community. Village governments, which should play a role in policy implementation at the local level, are not always well coordinated with the relevant agencies. The private sector, especially small and medium enterprises (MSMEs), also has an important role in developing tourism products, but their access to information and resources is still limited. The participation of local communities, especially marginalized groups such as fishermen and female heads of households, is also often limited to more symbolic aspects and not substantially involved in the decision-making process. Through a more inclusive collaborative governance model, which involves all stakeholders in every stage of planning and implementation, coordination between actors can be improved. This will not only improve policy effectiveness but also ensure a fairer distribution of benefits to all groups of society, including the marginalized.

### **Resource Distribution**

The distribution of resources, including budget, human resources, and infrastructure, has not been evenly distributed in Sambas District. Resources tend to be concentrated in the district area, while border areas such as Temajuk and Sebus experience significant disparities. Limited infrastructure in these areas hinders tourism development even though the areas have great tourism potential. Article 7 of RIPPANDA emphasizes the importance of destination development, accessibility, and supporting facilities, but in reality, the infrastructure gap is a major obstacle. Research findings (Scheyvens, 1999) show that inequality in the distribution of resources and infrastructure is often a major inhibiting factor in community-based tourism development. Similarly, (Carter, J., & Pedersen, 2017) suggests that unbalanced budget allocations can exacerbate inequality and affect the effectiveness of tourism development policies.

In addition, in a study by (Mardiana, R., & Nugroho, 2021), it was found that areas that have limited infrastructure tend to be unable to attract tourists and investors, which has an impact on the low-income of local communities from the tourism sector. Therefore, there needs to be special attention to a more equitable allocation of resources, with a focus on less developed border areas, so that the tourism potential in the region can be maximized. Thus, the implementation of a RIPPANDA policy that is more inclusive and based on equitable resource distribution will increase the sustainability of tourism development in Sambas Regency, while reducing the existing inequality between the regency and border areas.

## **Context of Implementation)**

### **Institutional Capacity**

Institutional capacity in Sambas Regency, particularly human resources (HR) involved in the tourism sector, is still limited. This is reflected in destination management and digital marketing, where existing technical and managerial capacities are inadequate to support professional and sustainable tourism development. Article 5 of the Regional Tourism Development Master Plan (RIPPARDA) explicitly emphasizes the importance of institutional and human resource capacity building as the main foundation for successful tourism management.

However, implementation in the field shows that training for local tourism actors and village youth is still very limited, resulting in weak professionalism and innovation in regional tourism management. Research (Husaenie Sayuti, 2023) confirms that the success of tourism development is strongly influenced by sustainable investment in training and human resource development. Furthermore, (Budiarti, D., Suryani, N., & Prasetyo, 2021) show that the strategy of increasing HR capacity in the tourism sector must be carried out through structured education and training, which not only improves technical competence but also strengthens managerial skills in destination management. (Setiawan, 2021) added that HR development strategies need to be tailored to local characteristics and potential so that the approach is contextual and adaptive to the needs of developing regions. Thus, strengthening institutional capacity through competency-based training and increasing coordination between stakeholders is very important to support inclusive and professional tourism management in Sambas Regency.

### **Political and Policy Support**

Political and policy support is an essential dimension in the tourism governance framework, because it serves as a regulative and incentive foundation in the entire tourism development policy cycle, starting from agenda setting, policy formulation, and implementation, to evaluation. In the context of Sambas Regency, political commitment to tourism development is reflected through the issuance of the Regional Tourism Development Master Plan (RIPPARDA) of Sambas Regency 2016-2036, as stipulated in Perda No. 5 of 2016. Normatively, RIPPARDA Sambas has contained a vision of tourism development based on local potential, environmental sustainability, and community empowerment. Article 4 and Article 5 of RIPPARDA underline the importance of institutional synergy, human resource strengthening, and supporting infrastructure development as strategic priorities. However, in the policy implementation cycle, there is a mismatch between the strategic direction in the planning document and the execution in the field.

Research (Nugroho, R., Widiastuti, T., & Hidayat, 2021) emphasizes that policy continuity across periods and consistency of political support from regional heads are determinants of the success of area-based tourism. This is also supported by (Indrayani, D., & Purwanti, 2022) who found that tourism policies are more effective when supported by strong political will and cross-sector commitment to budget allocation, regulation enforcement, and community involvement. In Sambas District, the lack of consistency in the implementation of RIPPARDA reflects the lack of integration between political and administrative aspects. This can be seen from the suboptimal prioritization of regional budgets towards the development of tourist area infrastructure in border areas such as Temajuk, as well as the low intensity of training and mentoring for local tourism actors. In addition, sectoral policies tend to run independently without systematic coordination between agencies, contrary to the principle of collaborative tourism governance mandated in RIPPARDA. Thus, the main challenge lies in the implementation and evaluation phases of the policy cycle, where political support needs to be converted into concrete actions through derivative regulations, cross-sectoral budget harmonization, and public accountability mechanisms. Regional legislative support is also important so that tourism policies do not stop at mere planning documents, but become living policies that are adaptive and participatory according to local dynamics.

### **Inter-sectoral and Cross-regional Coordination**

Effective coordination between Regional Apparatus Organizations (OPDs), village governments, and other stakeholders is an important prerequisite in sustainable and integrated tourism development. In Sambas District, cross-sector coordination is still minimal and unstructured, which hampers policy implementation and integration of tourism development programs. Article 6 of RIPPARDA Sambas District explicitly emphasizes the importance of inter-sectoral and inter-regional integration as a strategy to realize the sustainable development of leading destinations. The lack of regular communication forums has led to a lack of synergy between relevant DPOs such as the Tourism Office, Public Works Office, Environment Office, as well as village governments and local businesses. As a result, many tourism development programs run sectorally, do not support each other, and even overlap. This condition hampers the utilization of tourism potential in border areas such as Temajuk and Sebusus, which require a multi-sectoral approach.

The findings of (Alkawa, A., 2024) reinforce this condition. His research shows that weak coordination between government agencies in border areas is a major obstacle to the implementation of regional tourism policies. The absence of coordinative mechanisms leads to gaps in programming, overlapping authority, and weak control over implementation. Meanwhile, (Bastida, 2023) emphasizes that strong collaboration between local governments and the private sector as well as active involvement of local communities are key to the development of sustainable community-based tourism. Therefore, a structured and sustainable communication forum is needed, such as a cross-sector tourism coordination forum at the district level, which serves as a forum for information exchange, joint program planning, and conflict resolution. This forum can also strengthen the role of tourism villages in planning and decision-making while opening up more inclusive private investment opportunities. If implemented consistently, the cross-sector coordination forum will not only bridge differences of interest between actors but also strengthen the implementation of RIPPARDA and ensure that tourism policies are in line with the long-term development direction of Sambas District.

### **Community Participation in Tourism Development**

Active community participation in tourism development is a key component in achieving sustainability, equitable distribution of economic benefits, and strengthening local identity. However, in Sambas Regency, community participation in the tourism sector is still partial and has not been integrated into a sustainable destination management system. Community involvement usually only appears in short-term projects such as cultural festivals or tourism infrastructure programs, without a formal platform that encourages long-term involvement. Article 9 of RIPPARDA Sambas District firmly emphasizes the importance of community empowerment as a pillar in community-based destination development. Sayuti's (2023) findings highlighted that the establishment of community institutions such as tourism cooperatives, tourism awareness groups (Pokdarwis) (Sayuti, 2023), and tourism village forums proved effective in increasing the capacity of local communities to be actively involved in destination planning and management. In an international context, (Zhang, J., 2023) also found that structured community participation can increase ownership, accountability, and social-ecological sustainability in the tourism sector, especially in previously marginalized areas. The absence of sustainable participatory mechanisms leads to inequality in the distribution of tourism benefits and low program sustainability. Therefore, concrete initiatives are needed from local governments to facilitate the establishment of tourism cooperatives or tourism community forums that are inclusive and sustainable. These participation platforms can serve as a space for dialogue between the community, village government, and local businesses, as well as strengthen the role of the community in planning, implementing, and evaluating tourism programs. Thus, tourism development is not only based on the potential of the region but also aligned with the needs and aspirations of local communities.



Based on the analysis of the dimensions of the content of the policy and the context of implementation within the Grindle (1980) framework shows that the effectiveness of the implementation of border tourism development policies in Sambas Regency is greatly influenced by the alignment between policy objectives, resource allocation, and local social and institutional conditions. These findings underscore the importance of adjusting policies to be more contextual and responsive to local needs, as well as capable of addressing challenges at the implementation level. Therefore, several strategic policy implications are needed to enhance the sustainability and impact of tourism development programs, through the reorientation of targets, inclusive governance, institutional strengthening, funding optimization, and cross-border collaboration—which are all expected to drive border tourism development that is not only focused on economic growth but also strengthens the equitable distribution of benefits, community participation, and social resilience in border areas in the long term. First, there is a need to reorient the goals and objectives of tourism policies to be more responsive to local needs. The RIPPARDA document of Sambas Regency needs to be revised through a needs-based planning approach that involves active participation from vulnerable groups, such as women, fishermen, and MSME actors. This adjustment aims to ensure that tourism development priorities are not only oriented towards economic growth but also towards equitable benefit distribution and community capacity building. Second, the distribution of economic benefits from the tourism sector needs to be directed more inclusively and fairly. The implementation of inclusive tourism governance is important to ensure the involvement of all layers of society. Labor-intensive programs and the development of cooperatives or tourism village-owned enterprises (BUMDesa) can be the main instruments to encourage local community involvement in the tourism value chain. Third, strengthening the capacity of local institutions is key to improving the effectiveness of policy implementation. This can be achieved through the establishment of community-based Destination Management Organizations (DMOs), destination management training for Pokdarwis and village officials, as well as the placement of tourism expert assistants in priority villages. Institutional reform at the local level is expected to enhance the capacity for planning, coordination, and sustainable destination management. Fourth, cross-sectoral and regional coordination needs to be strengthened through the establishment of a permanent multi-stakeholder coordination forum, involving relevant OPDs, village governments, business actors, academics, and civil society groups.

In addition, the development of a digital platform for coordination and monitoring can accelerate policy responses and avoid program duplication. Fifth, resource optimization strategies need to be implemented through the diversification of tourism development funding. In addition to maximizing the Special Allocation Fund (DAK) for thematic tourism, local governments can also encourage the utilization of thematic village funds and alternative financing schemes such as blended finance, CSR, and public-private partnerships. Sixth, community participation in the planning and management of tourism needs to be systematically institutionalized. Strengthening tourist village forums and tourism cooperatives, as well as training local facilitators, are important strategies in implementing a community-based tourism approach based on empowerment and collaborative oversight. Lastly, the potential for cross-border cooperation with Sarawak, Malaysia, must be strategically utilized. The development of cross-border tourism corridors through the Temajuk–Sematan tour packages, joint promotions between tourism authorities, and the organization of cross-border festivals can strengthen the position of Sambas Regency in the regional tourism network while also opening up broader market opportunities. By integrating these strategies, it is hoped that the development of border tourism in Sambas Regency will not only be able to drive local economic growth but also strengthen social inclusivity, collaborative governance, and the resilience of border communities in the long term.

#### 4 Conclusion

The purpose of the research is to examine the implementation of border tourism development policies in Sambas Regency through the framework of content of policy and context of implementation from Grindle (1980). The research results indicate that the effectiveness of the policy is greatly determined by the clarity of objectives, resource distribution, and contextual factors such as socio-economic conditions, local institutional capacity, and the dynamics of coordination among actors. The implementation of policies that are not yet fully responsive to the needs of local communities has resulted in suboptimal distribution of economic benefits and community participation. In addition, cross-sector coordination and the limited capacity of implementing institutions also pose problems in achieving the goals of tourism policies in border areas.

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