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The Role of the Regional Government of Sampang Madura Regency in Managing Coastal Tourism as an Alternative Livelihood for Fishermen's Families

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Abstract. Referring to Law Number 7 of 2016 concerning Fishermen Protection and Empowerment, the purpose of the protection and empowerment of fishermen is provide infrastructure and facilities needed in developing business, provide certainty of sustainable business, and running independent, productive, advanced, modern and sustainable businesses. Following Article 33 of 1945 Constitution Republik Indonesia The article seems to mandate the state and government to control natural resources and manage them for the prosperity of its people. The constitution above, has a clear constitutional basis related to protection and empowerment of fishermen. Utilizing the beauty of coastal tourism destinations, is gifts of extraordinary natural resources. Role of local government Coastal tourism-based tourism management by local government is expected to improve the economy of coastal communities, the majority of whom are fishermen. Regulations are the basis of tourism management which is legal umbrella for preparing coastal tourism development plans. Sampang Regency in development of coastal tourism, currently not only centered on the beach and results of fisheries or fishing in the sea. The development of coastal tourism potential in Sampang Regency expected to managed properly and sustainably by local government. Potential to improve economy, welfare community And alternative livelihood for fishing families.

Keynote :local Government; Coastal Tourism Management; Fisherman

1. INTRODUCTION

1.1 Background of Study

Madura is an island with most of its territory being coastal. In addition, most of the water area makes coastal and marine resources have tourism potential that has high economic value, but is threatened by its sustainability. With such unique potential and economic value, coastal areas are faced with high threats as well, so coastal areas should be handled specifically so that this area can be managed sustainably.

The potential of Madura's coastal areas, especially Sampang Regency, is not in line with the utilization of its beauty for a sustainable tourism sector. The existence of coastal tourism will certainly have an impact on the surrounding community, most of whom work as fishermen in terms of infrastructure development and the economy. In this case, especially in the Sampang area,

most of its territory is coastal areas and islands which certainly require special attention from the government. A good strategy by looking at the strengths, weaknesses, opportunities and threats of agritourism potential will help the preparation of a coastal tourism development plan. Sustainable tourism is an effort to improve the economy that can be done by local governments.[1]

The utilization of these resources cannot be separated from the role of the fishing community and especially the local government by conducting a sustainable coastal tourism development program is an actualization of the creativity of creative economic actors by utilizing coastal resources and natural potential to generate added value while improving the welfare of the community. To encourage the acceleration of its implementation, creative actors are entitled to receive support from the Central Government or Regional Government through the development of the Creative Economy Ecosystem.[2]

This tourism development has high potential as sustainable tourism is tourism that invites all parties, especially the surrounding community, especially fishing families to manage resources in a way that meets economic, social needs and ensures the sustainability of local culture, natural habitats, biodiversity is maintained. This huge tourism potential can be proven by the number of visitors on the Lon Malang beach as many as 300 tourists per day on weekends.[3]

Tourism is an important role of local government in the development of coastal tourism because in the management of tourism is needed various facilities regulated in Law Number 10 of 2009 (hereinafter abbreviated as Tourism Law) Article 1 paragraph (3) stated, Tourism is a variety of tourist activities and supported by various facilities and services provided by the community, entrepreneurs, government and local government.[4]

Coastal resources that have tourism potential cannot be managed specifically because they are related to the authority of local governments. The division of government affairs is carried out concurrently, namely the division of affairs between the central government, provinces and districts/cities which is the basis for the implementation of regional autonomy. (5) The limited authority of local governments is an obstacle to the development of coastal tourism.

In the scope of East Java Province, it has been regulated in Local Regulation Number 3 of 2016 concerning Protection and Empowerment of Fishermen. Article 7 of the regulation stipulates that the Provincial Government is responsible for the protection of fishermen, including a. provision of fisheries infrastructure b. ease of obtaining fisheries production facilities, c. guarantee of business certainty, d. guarantee of fishing risks, e. elimination of high-cost economic practices, and ease of obtaining ship documents and fisheries business licenses, f. safety guarantees, and g. facilities and legal assistance for fishermen. Related to fishermen empowerment is regulated in Article 18 of the regulation, that empowerment is carried out through: a. education and training, b. counseling and mentoring, c. business partnership, d. provision of financing and capital facilities, e. easy access to science, technology and information, and f. institutional strengthening. Based on these regulations, it is appropriate for the regions, in this case Sampang Regency and Sumenep Regency, to further regulate the protection and empowerment of fishermen, including in the management of coastal tourism potential as an alternative livelihood for fishermen's families, for the welfare of the fishermen themselves.

According to the perspective of regional autonomy, affairs or division of authority and affairs between the central, provincial and district / city governments have been divided, this is regulated in Law Number 23 of 2014 concerning Regional Government. Article 9 of Law No. 23/2014 regulates the classification of government affairs consisting of absolute, concurrent, and general government affairs. Article 11 regulates the division of concurrent affairs consisting of mandatory government

affairs and optional affairs. The problem of coastal tourism management and fishermen's welfare is included in the category of optional affairs, precisely in the field of marine and fisheries and tourism affairs, this is clearly stated in Article 12 paragraph. [5]

Based on Law number 23 of 2014 regarding the implementation of marine affairs carried out by the central government and provincial governments. However, this can be resolved that the government has given most of the government's authority to local governments, has placed local governments as the spearhead of national development, in order to create people's prosperity fairly and equitably. In this regard, the role and support of the regions in the context of implementing development planning is very strategic, especially in making local regulations (Perda) and other local regulations in accordance with the provisions of laws and regulations. [6]

As explained in Article 18 paragraph (6) of the 1945 Constitution, local governments have the right to establish local regulations and other regulations to implement regional autonomy and assistance tasks. In this regard, the national legal system gives attributive authority to the regions to establish local regulations and other local regulations, and local regulations are expected to synergistically support government programs in the regions.

The problem of authority in local government in management raises the unrest of coastal communities, most of whose citizens are fishermen, who need other livelihood solutions when they cannot go to sea, because they feel that they have a large coastal area but do not have the authority to process resources directly and optimally to improve the surrounding economy. The problem is how the local government makes policies to manage it.

1.2 Research Questions

Based on the description of the background of the problem above, the main problems in this study can be formulated as follows;

1. What is the role of local government in managing coastal areas as an alternative livelihood for fishing families?
2. What is the right regulation to develop coastal tourism in Sampang?

2 RESEARCH METHODOLOGY

2.1 Research Type

Type of Research This research is empirical research that examines social symptoms and realities in society. This research places as a general position or major premise that is sought through the process of *searching and researching relationships* or patterns of relationships whether correlation or causal between various symptoms that manifest the presence of law in reality, as usually

observed by the senses of observation.[7] This research was conducted by analyzing the problem of managing the potential of coastal tourism as an alternative livelihood for fishing families. Whereas with the existence of regional autonomy, the role of local government is very important for fishermen and families to be competitive and independent to improve the welfare of fishermen.

Stages of Research This research will begin with field data collection through survey methods to fishermen families who manage coastal tourism as an alternative livelihood in Sampang and Sumenep Districts and preliminary data at the Sampang and Sumenep District Fisheries and Tourism Offices. Comparative data will be sought at the Department of Marine Affairs and Fisheries and the East Java Provincial Tourism Office and after the data is collected, data analysis will be carried out to obtain valid research results

2.2 Research Materials

Based on the type of research method above, the research materials used by empirical research materials consist of:

Primary Data

Primary data is a number of data in the form of information or explanations from research subjects, in order to get a more in-depth explanation of secondary data. Data obtained from interviews such as, the extent of regional policies in managing the potential of coastal tourism and the response of fishing communities/fishing families who manage coastal tourism, both in the form of beaches and mangroves.

Secondary Data

Secondary data includes data in the form of documents, writings, scientific books and supporting literature. Such data can be in the form of laws and regulations, statistical data of Sampang and Sumenep districts. The desired data such as data on the number of fishermen/fishing families and data on the potential of coastal tourism in Madura, especially Sampang Regency.

2.3 Approach Methodology

The approach method used is the Empirical Juridical approach. Is an approach from the point of view of the rules and implementation of regulations that apply in society, carried out by examining secondary data first, then continued by conducting research on primary data in the field. The Empirical Juridical Approach is research that tries to connect the applicable legal norms with the reality in society. This approach seeks to find theories about the process of occurrence and the process of working law.[8]

In analyzing the data using the induction method, namely by understanding the symptoms in the existing social reality, namely the response of the fishing community to the management of coastal tourism and the role of local government and local government in assisting and empowering fishermen so as to improve the

welfare of fishermen, then become a reference in the preparation of appropriate regulations for the protection and empowerment of fishermen.

2.4 Data Collection Technique

The data collection technique used in the preparation of this research are using primary data collection techniques and secondary data collection techniques as follows:

2.4.1 Primary Data

a. Observation

Observation is an initial review activity carried out at the research location by writing, photographing, and recording the situations, conditions, and legal events. There are two types of observations, there are:[9]

- 1) Pre-research observations in the form of field observations and initial assessments of all matters related to preparing research proposals and estimating the required data. Pre-research observation is a continuation of the literature study.
- 2) Observations in data collection activities at the research location are guided by the data collection tools prepared beforehand. Field data collection tools are made based on research proposals. The data collection tool was prepared carefully to serve as a guideline for collecting the necessary data. This type of observation is very relevant in case study, exploratory, and descriptive research.

2.4.2 Interview

Interviews are a question-and-answer process that will be carried out by researchers on respondents and informants as well as resource persons.

2.5 Secondary Data

- a. The Constitutional Law 1945 Of Republik Indonesia
- b. Law Number 10 of 2009 on tourism;
- c. Law Number 23 of 2014 on regarding the implementation of marine affairs carried out by the central government and provincial governments;
- d. Law Number 7 of 2016 on Protection and Empowerment of Fishermen

3 FINDING AND DISCUSSION

3.1 The Role of Local Government in Establishing and Managing Coastal Areas for Tourism as an Alternative Livelihood for Fishing Families

The Role of local government for Fishermen According to Law Number 7 of 2016, a distinction is made between protection and empowerment. Protection of fishermen is all efforts to assist fishermen, fish raisers and farmers in facing difficulties in doing fishery or salt

business, while empowerment is the empowerment of fishermen, fish raisers and salt farmers are all efforts to improve the ability of fishermen, fish breeders and salt farmers to carry out a fishery business or salt business better.

Regional government authorities According to Law Number 23 of 2014, regional autonomy is the rights, powers and obligations of an autonomous region to regulate and manage its government affairs and the interests of the local community within the system of the Republic of Indonesia. The granting of regional autonomy is an effort to empower the regions in the context of managing development in their regions; creativity, innovation and independence are expected to be owned by each region so as to reduce the level of dependence on the Central Government.[10] Furthermore, what is more important is that with the existence of regional autonomy, the quality of services provided by the government to its people will increase, both services that are directly provided to the community and services that are not directly provided, such as the construction of public facilities and other social facilities. In other words, the provision of public goods and public services can be guaranteed.

As a facilitator, the regional government is the spearhead for the country's progress in the field of tourism. The government must guarantee the management and development of tourism. The authority of the local government in facilitating both in terms of infrastructure or policies is clearly stated in Law Number 10 of 2009 (Hereinafter abbreviated as the Tourism Law). Article 1, paragraph (3) states that Tourism is a variety of tourism activities supported by various facilities and services provided by the community, businessmen, government and local government.[11]

The role of local government is important in the development of coastal tourism because, in tourism management, various facilities are needed as regulated in Law Number 10 of 2009 (hereinafter abbreviated as the Tourism Law) article 1 paragraph (3) states that, Tourism is a variety of tourism activities and is supported by various facilities and services provided by the community, businessmen, government and local government.[12]

According to the Regional Regulation of East Java Province Number 3 of 2016 concerning the Protection and Empowerment of Fishermen. Protection of fishermen is all efforts to assist fishermen in facing difficulties in the fishing business. Empowerment of fishermen is all efforts to increase the ability of fishermen to carry out a better fishing business.

Meanwhile, according to the Big Indonesian Dictionary, management is a process, method, or act of managing, the process of carrying out certain activities by mobilizing the power of other people, a process that helps formulate organizational goals, a process that provides oversight of all matters involved in implementing and achieving goals, while governance can be defined as how to manage. The following the graph of the number of poor people in Sampang District :

Graphic image 1. Poor People in Sampang Regency



Source : Central Bureau of Statistics Sampang

Efforts made by the Sampang tourism office apart from assisting, making complementary tourism facilities and *Pokdarwis* training will also include it in the *Riparkab* so that it is clearer regarding management and budgeting efforts. The government must be able to build then sustainable tourism, namely tourism that invites all parties, especially the surrounding community, especially fishermen's families, to manage resources in a way that meets economic and social needs and ensures the sustainability of local culture, natural habitats, and biodiversity is maintained.[4]

Lon Malang Beach, Bira Tengah Village, Sampang Regency, which has initiated the formation of tourism based on the unrest of fishermen's families who experience economic difficulties when seafood is uncertain or when weather conditions are bad. The village youth, together with the village head, initiated the formation of beach tourism in their village in 2016.

Table 2. Worker Lon Malang Beach

No	Worker	Amount
1.	From Fisherman	13 People
2.	Worker	4 people
No	Work Partners	Amount
1.	Traders From Fisherman Family	17 People

Source : Sampang Tourism Office

The initial formation in 2017 was opened with the facilities built by the village government. This tour is managed by a Village-Owned Enterprise (*BUMDES*), of which 70% of tourism employees come from fishermen or fishermen's families. Support from the local government through various efforts to facilitate empowerment and training and provide various tourism support facilities.

In regulating its policies for managing coastal tourism development, the government cannot be separated from the role of the community; of course, this research was conducted in Madura, which has many coastal resources,

especially in Sampang Regency. Coastal tourism and fishing communities cannot be separated because most fishing families depend on the sea and marine products.

The management of coastal tourism in Sampang is ineffective as an area with coastal potential; it will be dangerous if the coastal tourism sector is not sustainable because there is no legal umbrella. The coast is an exclusive space for tourism development because of various interests; very often, the coastal area becomes another economic sector, resulting in conflicts over the use of space in the area to be inevitable. For example, Lon Malang Beach experienced a conflict of interest in 2017 that the beach harmed society over time; the accusation was not proven.[13]

The conflict has negatively affected tourism due to limited regulations and inadequate planning. Therefore, understanding the characteristics of the local environment physically, socially, culturally, economically and politically in coastal areas is crucial in planning coastal tourism.[14]

The development of tourism as an alternative livelihood is to fill the income of fishermen (and other users of coral resources) who are affected by the development of sustainable management of marine resources. Indirectly reducing or eliminating fishing methods or other marine resource utilization damages coral reefs. Formation of types of businesses acceptable to the community as alternative livelihoods to change community activities from destructive to coral reefs to become environmentally friendly and capable of increasing the income of coastal communities.

The development of Lon Malang beach tourism based on the explanation above shows that there are still many aspects that the local government must carry out in advancing tourism. In carrying out the technical implementation of the role of the local government, in this case the tourism service, has taken several steps in managing coastal tourism, including assistance, coaching, outreach, tourism development and tourism branding so that of course tourism is more popular among tourists, training is also given to *Pokdarwis* to empower the surrounding community, most of whom are fishing families. Based on the authority of Sampang Regency, the efforts made by the local government in managing tourism have been handled by various agencies so that it is faster, but again this area is still constrained by local regulations that have not specifically regulated coastal tourism. Of course, the local government cannot alone in seeking the progress of its people so that it needs support from the community.

3.2 The right regulations to manage to develop coastal tourism in Sampang

Management of coastal and marine resources within the framework of regional development will be more effective if it is carried out jointly by all relevant stakeholders both at the central and regional levels. Regional autonomy has opened opportunities for

decentralization of coastal and marine resource management. This is important because Madura, especially Sampang, is a very large coastal area and has many potential areas to become tourism, but inadequate transportation and supporting facilities, a weak government administration system, a lack of human resource capacity, and so many people depend on coastal and marine resources for their livelihoods. (15)

The Importance of Coastal Tourism Development Regulations in the form of regional regulations is a form of implementing protection for fishermen regulated in Article 16-41 of Law Number 7 of 2016, the protection strategy consists of

- a. provision of fishery business infrastructure,
- b. ease of obtaining fishery business facilities,
- c. business certainty guarantee, d. fish catching and fish farming risk guarantee,
- e. eliminating high-cost economic practices,
- f. fishery commodity import control,
- g. guarantee of security and safety, and
- h. facilitation and legal assistance.

The implementation of empowerment is regulated in Articles 43-58. The empowerment strategy consists of

- a. education and training,
- b. counseling and assistance,
- c. business partnership,
- d. ease of access to science, technology and information, and
- e. institutional strengthening.[15]

According to Government Regulation Number 50 of 2015 concerning the Empowerment of Small Fishermen and Small Fish Raising, empowering small fishermen and small fish cultivators is an effort to improve the ability of small fishermen and small fish cultivators to carry out their activities better. The scope of empowering small fishermen is a. financing and capital, b. education, training, and counseling in the field of fisheries, c. growth and development of small fishing groups and small fish cultivating groups, d. implementation of fishing by small fishermen and fish cultivation by small fish cultivators, and e. partnership. As an example the following is income for the Lon Malang Beach levy as follows :

Table 1.2 Lon Beach Malang Revenue in 5 Years

No	Year	Retribution Lon Malang Beach	Information
1	2019	Rp. 27.805.000,-	-
2	2020	Rp. 6.766.000,-	Covid 19
3	2021	-	Closed Becaus covid 19
4	2022	175.404.000,-	PAD sebanyak 25 Juta
5	Januari – Mei 2023	135.206.000,-	-

Source : Manager Of Lon Malang Beach

According to the Head of Sampang Tourism Development, the policy or focus on tourism development must prioritize "public awareness" regarding tourism potential and managing tourism well, that is the first thing that is important. It should be felt that we emphasize forming tourism awareness groups to empower the community first. It is necessary to establish rules that regulate tour packages so that all tourism potential is guaranteed justice, not only those that are busy are managed, how quiet tourism becomes crowded, it is also necessary to have rules regarding the tourism business so that tourism competition is healthier. We also want to develop tourism like in Bali but again constrained by culture and thick religion so that awareness needs to be strengthened.[16]

The potential of Madura's coastal areas, especially Sampang Regency, is not in line with the utilization of its beauty for a sustainable tourism sector. The existence of coastal tourism will certainly have an impact on the surrounding community, most of whom work as fishermen in terms of infrastructure development and the economy. In this case, especially in the Sampang area, most of its territory is coastal areas and islands which certainly require special attention from the government.

Regulation cannot be separated from the government's role, the progress of a tourism development area in Madura besides the District Government, the Government has a Provincial Role of course. In the progress of a Regency in terms of tourism, of course the Regency also plays a role according to its duties and functions as a policy formulator, policy implementer, monitoring, evaluation and reporting in the field of tourist destinations. Dyah Sukma Novianti, as the head of the East Java Province tourist destination development department, believes of course the role of the provincial government cannot be seen directly because of the limitations and the large number of regencies/cities.[17]

local regulations are needed that regulate specifically and concretely related to coastal tourism. Judging from the conditions at Lon Malang Beach, there are many gaps due to unclear management, fees and regulations. It is a concern that regional regulations become a legal certainty in the management of coastal tourism. With the formation of regulations, it is hoped that economic development from the coastal tourism sector will become an alternative livelihood for fishing families.

4. CONCLUSION

The role of the local government in managing coastal areas for tourism as an alternative livelihood effort for fishing families in its implementation in Sampang Regency is attributive authority to manage and form coastal area policies that are given by law to manage the

"The ideal regulation does not have special standards, but good tourism regulations must be in accordance with the potential of the region and the cultural values of the customs contained in it"

The needs of Sampang Regency regarding the policy in the near future what is needed is a separate regulation regarding the planning of a separate regional budget for tourism development. In development, it is necessary to carry out partial but must synergize with other agencies in the management of marine products, such as with the tourism office and the industry and trade service. Of course, development is constrained because regulations in Sampang are currently being worked on to form a regional regulation while the focus is still on *riparkab* and destination development which is the focus of the Sampang Regency tourism office in 2022.[13]

The situation that occurred in Bira Tengah Village did not yet have village regulations (*Perdes*) regarding tourism because they were waiting for regional regulations to regulate them first. Currently, Bira Tengah Village is only managing Lon Malang beach tourism based on village regulations for village-owned enterprises. There are currently no royalties or village income earned by the village, kiosk tenants are free of retribution, only 20 thousand garbage fees and electricity per month. At the moment you can't rent it out yet because the focus is on development for now. In the future, after the official village regulation is issued, of course it will be included regarding the kiosk rental. So far, taxes and have been paid with funds from the registration proceeds to *BUMDES*. Then there are no rules of conduct in Lon Malang yet because there is still a belief system by word of mouth talking directly to local managers and local traders.[18]

The problem of the development or establishment of this tourism establishment is not smooth because of a void in the regional regulations of Sampang Regency. So that

area. Regional government authorities According to Law Number 23 of 2014, regional autonomy is the right, authority and obligation of an autonomous region to regulate and manage its own government affairs and the interests of the local community within the system of the Unitary State of the Republic of Indonesia.

In its management, it is still constrained by sharing problems of interests, the inappropriate implementation of authority causes it to be ineffective and the progress of tourism development is constrained. The management of coastal tourism aims to improve the regional economy, especially for coastal communities. Natural resources and tourism potential in Sampang Regency can be utilized as best as possible for prosperity.

As for the issue of proper regulations to develop coastal tourism in Sampang, in essence, it is necessary to form regional regulations to resolve problems related to legal certainty. According to the law, regional

governments have the broadest authority to form policies for the welfare of the people. So, reflecting on the potential of the Sampang district, there needs to be special rules governing its potential and community values. By forming regulations on law enforcement processes and local government authority in managing tourism, legal certainty will be obtained.

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