



Child Rights and Human Security: Promoting Child Protection at the Tourist Attractions on Madura

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Abstract

Tourism nowadays is a promising as well as challenging industry. The need for having leisure, relaxation, and inner satisfaction is not of the tertiary nature, but the primary one. Each country, of course, is actively improving its own tourist attractions for its economic growth. Madura, as a big island in East Java with many tourist attractions, is in a continuous improvement in the last five years. Unfortunately, child protection has not been considered a significant part of the designing of good tourism. Given that children are the main targets of tourism, good, peaceful tourism will be realized with the fulfillment of child rights at the tourist attractions. This paper is a socio-legal research work that uses primary data from observations and interviews with relevant respondents. All of the data are analyzed in a descriptive-qualitative manner. This paper aims at exploring and analyzing the efforts made by local governments in promoting child protection through human security at the tourist attractions on Madura. Moreover, it also describes the obstacles faced by these local governments along with some solutions to such obstacles. The main finding is Sampang Regency has initiated a role of the service in charge in child protection, which is currently assumed by the Social Service, across all regional strategic development fields, including the tourism sector.

Keywords: Child Protection, Human Security, Tourist Attractions

1. Introduction

Within the last few decades, tourism has grown into a promising but challenging sector. It is promising because the tourism sector of all nations has transformed into a rapidly evolving service industry and at the same time an excellent catalyst for the economic, social, and cultural growth as well as the prosperity of society (Harsani, 2020; Sudarmo, 2020; Nugraha, 2020). It is said to be rife with challenges because careless tourism development will potentially spur social deviations or crimes such as economic and sexual exploitation.

Other than social deviations or crimes, as mentioned above, the tourism development in Indonesia is also faced with the following issues: (1) rules overlap; (2) insufficient human resources of quality; (3) incomplete, and even, at times, makeshift, infrastructure; (4) a lack of attention to environmental sustainability aspects, including cleanliness and sanitation; (5) a lack of attention to health aspects; negligence of security and safety aspects; (6) a lack of attention to religious tourist attractions; and (7) a lack of sufficient visitor-age-based publications and information in tourist areas (Huda et al., 2018; Barber et al., 2007; Song et al., 2020; Prideaux and Cooper, 2002).

The various issues that arise in the tourism sector, whether they be juridical or non-juridical, certainly will have an effect on the human security manifestation if left unanticipated immediately by the government and related parties. Human security in its own right is by Hompson defined as human protection and empowerment from any situations, assaults, or threats against “core human values”, which by the UN’s Advisory Commission on Human Security is referred to as human “vital core” that needs a protection priority in certain times. The Global Environmental Change and Human Security Research Program defines human security as the capacities of individuals and the communities to respond to threats, to their social, human, and environmental rights (Kerr, 2008; O'Brien and Barnett, 2013).

In the tourism sector, human security manifestation may have the meaning of an essential rights and freedoms protection effort and empowerment of visitors and local communities near a tourist area with a capacity to protect themselves (Griffin, 2005; Ajayi and Oyebade, 2021). The categories of human essential freedoms in the context of human security encompass the freedom from fear, which is related to human safety, security, and peace, the freedom from want, which is related to human basic needs, and the freedom from indignity, which is related to human dignity

and non-discriminatory treatments (Volokhova, 2020; Susskind, 2010). It is only fitting for the government, tourist attraction managers, other stakeholders, and the public to make efforts for the fulfilment of these whole essential freedoms.

In the tourism industry, children are among the most targeted (Poria and Timothy, 2014). A substantial size of tourist destination development aims at children and adolescents as primary targets, given that they, along their parents or schools, have a high and stable frequency of going on vacation during school holidays (Yang et al., 2020). Despite being strategic targets of tourist destinations, children with all the limitations attached to them remain individuals with high levels of insecurity (Hazel, 2005). In other words, in comparison with adults, children are at a higher risk of falling victim to a variety of forms of deviation, rights violation, and other sorts of unkind treatments (Seraphin and Yallop, 2020). Finkelhor has been focal in claiming that every child may experience more than one form of violence in their lives. Some forms of child rights violation that occur frequently in tourist areas are child begging and child labor, sexual harassment to children, negligence of child safety and health standards, and exposition to other immoral deeds.

Realizing the considerable potential of violation of child rights in tourist areas, child protection at every tourist destination becomes indispensable. Referring to Article 31 of the Convention of the Rights of the Child, the UN even promoted the child-friendly tourism concept at the UN General Assembly in the twenty-seventh special session on May 10, 2002, as part of the responsibility and participation of the tourism sector in child protection in tourist areas. To put this concept into practice, some of the principles that must be fulfilled are to place the best interest of the child in an important and central position in development step and policy, to meet the child's basic needs, to meet the child's rights to healthy, clean, and safe environments, and to protect the child from any forms of violence, exploitation, and discrimination. In addition, according to the Ten Principles of the UN Global Compact, every business player in any business sector is obliged to support and appreciate the internationally proclaimed human rights, including child rights.

As a major island in East Java, Madura Island has a lot of tourism potential comparable to other Indonesian regions. Within the last five years, the tourism sector on Madura has seen a fairly significant growth as can be seen in the indicators yearly increase of the number of tourists (except during the COVID-19 pandemic) and emergence of new tourist areas. For instance, Sumenep Regency welcomed more tourists in 2019, with 1,498,496 tourists, in comparison to the 1,288,019 visitors in the previous year. Similarly, the number of tourists visiting Sampang Regency also rose from 314,552 in 2018 to 842,241.

Although the tourism sector on Madura Island has undergone a positive growth, it does not necessarily mean that it is exempted from a range of problems that are influential to its future tourism sustainability (Rahayuningsih, 2021). The problems in question include the following: a) the sub-optimal Tourism Development Grand Plan in reference to the Tourism Law; b) accessibility and availability of facilities and infrastructure that are insufficient and below the tourism standards; c) sub-optimal human resource competences in the tourism sector; and d) low community involvement in the tourism development on Madura. Various forms of violation of child rights also take place in the tourism sector on Madura, including the issue of visitor cleanliness, safety, and security, child begging and child labor practices, and the frequently occurring violence and discrimination against children in tourist areas.

Based on Article 4 of the Convention of the Rights of the Child, every member state must take legislative, administrative, and other appropriate steps to protect as well as meet the rights of the child in its jurisdiction. Moreover, referring to the national strategic agenda in the tourism sector, Law No. 10 of 2009 on Tourism, and Law No. 23 of 2002 juncto Law No. 35 of 2014 on Child Protection, the tourism development strategies in Indonesia are not only designed but also directed toward the prevention of child protection issues that potentially occur in the tourism sector.

To realize human security in the tourist areas on Madura, the local governments as well as the stakeholders in the tourism sector should take strategic measures to protect children in the tourist areas, whether they be visiting or living around there. Given that the four regencies on Madura Island are of the status of first-level child-friendly regencies, while the tourism potential on Madura Island is continuously developing, this article intends to explore the efforts made by the local governments on Madura Island in order to realize child protection through human security at the tourist destinations along with the challenges faced by each regency.

2. Methods

This article is written based on an empirical legal research study conducted in four regencies in Madura, namely Bangkalan, Sampang, Pamekasan, and Sumenep Regencies. The object of this research is the child protection efforts at tourist destinations for the purpose of child rights fulfilment and human security realization. The approach used is a socio-legal one based on the primary data obtained from interviews and field observation at several relevant services and tourist destinations on Madura Island as well as the secondary data obtained from a literature study and online searching. The whole data were analyzed in a descriptive-qualitative manner to measure the quality of the child protection efforts in the tourist areas on Madura Island as well as the challenges faced by each regency in the child rights fulfilment and human security realization.

3. Results and Discussion

3.1 Child Protection as an Important Part of Human Security Realization

In realizing the 2030 Agenda for Sustainable Development, human security is a principle and an approach deemed able to reflect the achievement of society tenacity and prosperity integrally. Human security per se means the protection of human life from any threats or assaults both directly and indirectly directed to human vital needs in general, such as the needs for survival, livelihood, and dignity of each and every human being with no exception (Hadiwinata, 2017).

According to the Commission of Human Security, there are two efforts one can undertake to realize human security, namely the fulfilment of human needs and the fulfilment of human freedoms. Human freedoms are distinguished into three forms: (a) freedom from fear, which refers to the protection of every individual from any forms of threats, physical assaults, and other forms of violence; (b) freedom from want, which refers to the protection of every individual from any actions and policies threatening the fulfilment of basic human needs, including economic, social, healthy environmental, and other life needs; and (c) freedom from indignity, which refers to the protection of human rights to quality life and improved prosperity (Kurniaty, 2020).

Generally speaking, human security is a paradigm of the protection of human rights, freedoms, and core needs of each and every individual without exception. This paradigm perceives the issues of human rights violation not from the perspective of the state, but from that of human person as an individual whose rights are to be protected by the state. While grown-ups are entitled to human security, it is all the truer for children and adolescents who have yet to reach maturity with all the physical, psychological, and intellectual limitations attached to them. As with adults, children are also the targets of human security. The security of children and adolescents at present is guaranteed as human security in the future.

Child rights and child protection fulfilment from early on in fact is part of the effort to realize human security. The relation of the two can be generally dissected from three perspectives: 1) principal perspective; (2) human rights perspective; and (3) key strategic perspective. From the principal perspective, there are five principles that underlie the realization of human security according to the General Assembly Resolution 66/290: people-centered, multi-sectorial, comprehensive, context-specific, and prevention-oriented responses. Child protection efforts also accommodate the four principles in human security:

- a. People-centered, specifically also referred to as “child-centered”: based on the principle of the best interest of the child, every development policy or step should give priority to children as a main consideration.
- b. Multi-sectorial: child rights fulfilment is a multi-sectorial effort, which takes an understanding of potential violations of human rights across all human life sectors and the involvement of such sectors for successful child protection. The potential child rights violations that pose threats to child security are as presented in the Table 1.

Table 1. Types of Human Security Threats to Children

Types of Security	Threat Examples
Economic Security	Economic exploitation of children, as in child begging and child labor.
Food Security	Child famine or malnutrition.
Health Security	Negligence of child rights to health.
Environmental Security	Unhealthy or harmful environments for children, such as ones with smoke pollution, alcoholic drinks, narcotics, and poor sanitation.
Personal Security	Any forms of violence against children and discrimination.
Community Security	Conflict situation in community, whether it be an ethnic, religious, racial, or intergroup conflict.
Political Security	Children used as political instruments or falling victims to political repression.

- c. Comprehensive: a child protection effort is integral and comprehensive rather than solitary or partial. Child protection is the responsibility of the whole community. In other words, it is not to be borne by a single institution; child protection also takes the cooperation and coordination of other institutions and the community.
- d. Context-specific: a child protection effort should take into account the contexts in which child rights violations take place, and the solutions offered must also be contextual in correspondence with the current situations or conditions.

- e. Prevention-oriented responses: as an integral effort, child protection is oriented more toward prevention than toward intervention.

Seen from the human rights perspective, the object of human security is human rights. Human rights are also child rights in general. El Muhtaj (2020) even posited that the heart of human rights is child rights. Children's physical, psychological, and intellectual limitations are telling enough to place children as the center of human life. Meanwhile, Capobianco and Nyeso (2018) opined that child protection is every protection endeavor law confers upon the fundamental rights and freedoms of children as well as the variety of interests pertaining to child welfare.

In reference to the 31 child rights contained in the Convention of the Rights of the Child, the following are the fundamental rights of children that are coherent with the rights or freedoms in human security fulfilment: (1) survival rights, including rights to decent life and health services; (2) protection rights, including protection against all forms of exploitation, cruel treatments, and violence; (3) development rights, including rights to education, engagement in creativity, and play; and (4) participation rights, including freedom of opinion and rights to participating in decision-making in relation to themselves.

Seen from the key strategic perspective, fundamental strategies for child rights fulfilment also cover protection and empowerment strategies. The protection is one of the rights children are entitled to and, therefore, child rights are said to be human rights with a plus value. A similar view was expressed Smith (2019), who said that the recognition of child rights goes through two processes, namely the recognition that children are entitled to human rights just as other human beings and the recognition that children are in need of a higher degree of protection than adults. In the context of empowerment strategies, child rights fulfilment is focused on the empowerment of the child's self and at the same time on the empowerment of parties that organize child protection directly and indirectly.

3.2 The Urgency of Child Protection in Developing Tourism

As mentioned earlier, human security is a multi-sectorial effort that involves other life sectors in anticipation of every form of threat to human beings. One of the sectors aforementioned is the tourism sector. In English, the term tourism was first introduced in 1811 in *The Oxford English Dictionary* from an ancient Greek root to describe a circle, which intrinsically involves a circling trip on which a human being goes from a place of origin (dwelling place) to another place/ destination for a given time period before finally returning to the place of origin.

The United Nations World Tourism Organization (2008) defined tourism simply as a social, cultural, and economic phenomenon which entails the movement of people to countries or places outside their usual environment for personal or business/professional purposes. In normative terms, Article 1 item 3 of Law No. 10 of 2009 on Tourism defines tourism as an array of tourist activities that are supported by a range of facilities and services provided by the community, enterprises, the Central Government, and Local Governments. The meaning of tourism as provided in Article 1 item 1 is a travel activity performed by an individual or a group of individuals by visiting a certain place for the purposes of recreation, personal development, or studying the uniqueness of the tourist attraction visited for a temporary period of time.

In the consideration section in point (d) of Law No. 10 of 2009 on Tourism, it is explained that the urgency of development in the tourism sector is to drive equal distribution of opportunities to businesses and benefits and to take on the challenges posed by changes in local, national, and global life. There are generally four essential aspects of tourism to which attention should be paid: 1) Attraction; 2) Accessibility, or the ease to reach the tourist destination, for example with the provision or convenience of transport facilities to get tourists to the tourist destination; 3) Amenities or facilities to provide tourists with hospitality; and 4) Ancillary, which refers to the availability of a travel agency that can provide guaranteed safety, protection, and comfort for visiting tourists.

To meet the four aspects above, central/local governments as well as travel businesses must attempt to fulfil the rights of the tourists visiting the tourist destination, including the rights to the following: a. accurate information on the tourist attraction; b. tourism services according to the standards; c. legal protection and safety; d. health services; e. protection to personal rights; and f. insurance protection for high-risk tourist activities.

The children and adolescents are an important consumer group in the tourism industry. It is thus only fitting if the tourism sector embraces the child-friendly and child-safe tourism concepts. The child-friendly tourism concept is the mentality that every kind of holiday and vacation act is organised considering children health, safety, security and improvement. Meanwhile, the child-safe tourism concept is tourism that recognizes its impact on children (both direct and indirect) and takes an active role in contributing to a safer tourism environment for children.

The urgency of organizing tourism with a perspective of child protection is due to the following reasons:

- a. Children are incapable of self-protection, thereby needing assistance from adults in the form of comprehensive protection for them at tourist attractions;
- b. A child-friendly tourism industry is a social responsibility to fulfill children's rights to feeling happy during their vacation, hence resulting in a positive effect on their mental, physical, and intellectual health;
- c. Given that the tourism industry is a critical industry for the economy and sociocultural development of a state, the development of child-friendly tourism lays down a foundation for the world peace, particularly in realizing

peace at tourist attractions and in fostering relationship and friendship between a child and an adult or between a child or adolescent and another child or adolescent through recreation/tourism. This is because tourism has a contribution to the creation of happiness in society;

- d. The development of child-friendly tourism is a reflection of a leader's (government) supreme responsibility in striving for a favorable life experience for children.

In addition, it is important for the tourism industry to be pro-children protection because the majority of tourists are children with their families and because carelessly managed tourism that is only after economic profits will open a wide opportunity for various forms of violation of child rights, such as sexual, physical, and economic exploitation of children.

3.3 The Description of Tourist Attractions on Madura Island

As with Bali and Lombok Islands, Madura Island also has a variety of flagship tourist destinations that can develop, boost the local economy, and improve the local communities' prosperity if developed optimally. According to the data of the Culture and Tourism Services in the four regencies on Madura, marine (coastal) and religious tourism dominate the sector, making up 44% of 77 listed and licensed tourist destinations on Madura. This is in agreement with the geographical characteristics of Madura Island, which is a coastal area, and the religious characteristics of the Madurese population, which is dominated by Muslims.

The management of tourist destinations on Madura involves four parties, namely local governments as represented by the Culture and Tourism Service, Tourism Awareness Group (Pokdarwis), individual entities, and certain business entities. From 2017 to 2019 some tourist destinations were visited by significant numbers of visitors. Bangkalan Regency is predominated by religious tourism at a rate of 91%, featuring Syaichona Cholil's resting place and "Air Mata" Cemetery. Meanwhile, 80% of the tourist attractions in Sampang Regency are in the marine tourism category, including Lon Malang Beach (since 2018), as well as other tourist attractions such as Toroan Waterfall and Kera Napa Forest. In Pamekasan Regency, coastal and religious tourist destinations are both visited by fairly significant numbers of visitors, especially Jumiang Beach, Talang Siring Beach, and Batu Ampar Cemetery (60% coastal tourism vs 28% religious' tourism). Lastly, Sumenep Regency is dominated by religious tourism at a rate of 48%, including Asta Tinggi, Asta Sayid Yusuf, and Asta Panaongan Cemetery.

Although the tourist destinations on Madura are generally frequented by significant numbers of visitors, some even considered to be popular and attractive, including Lon Malang Beach, Puncak Ratu, and Kapur Jeddih Hill, many of them are still beset with child protection issues. This means that the popularity of those tourist destinations is not followed by improved tourism services, facilities, and infrastructure that are decent, safe, and unarmful to children. Forms of child rights violation that are common at the tourist destinations on Madura are as follows:

- e. Failure to meet the safety standards for children and an impression of danger;
- f. Being unclean and not smoke-free;
- g. Insufficient facilities and infrastructure that are safe for children;
- h. Being not child-begging-free and not child-labor-free;
- i. Cases of violence against children in certain tourist areas;
- j. Cases of alcohol abuse in certain tourist areas, especially at night;
- k. Potential of children being exposed to unethical or immoral deeds in tourist areas; and
- l. Limited availability of information on tourist areas.

3.4 The Efforts of Local Governments to Promote Child Protection through Human Security at the Tourist Attractions on Madura

Every child promotion effort must not be undertaken carelessly, partially, and pragmatically; it must be a measured, integral, and sustainable effort. Any effort, regardless of its form, must reflect four principles of child protection: (1) the best interest of the child; (2) the survival, growth, and development of the child; (3) non-discrimination; and (4) appreciation for the opinions of the child.

Article 4 of the Convention of the Rights of the Child stipulates that every member state (including Indonesia) must take all appropriate steps to protect children. The Secretary General of the UN Javier Perez De Cueller in the Convention of the Rights of the Child in September 1987 stated,

"The way a society treats children reflects not only qualities of compassion and protective caring but also its sense of justice, its commitment to the future and its urge to enhance the human condition for coming generations".

Child protection is the job and responsibility of all parties. As a continuous effort, child protection will not meet a success if it is undertaken in solitary by only a single government institution. Each of us, as an individual or member of society, and each institution in a government is an agent of child protection, both directly and indirectly. Beckett even inventoried the core elements of child protection: (1) all parties involved in the performance of child protection

directly, such as individuals, families, schools, pesantrens, worship communities, and legal enforcers like police officers and judges; (2) the Central Government; (3) local governments; (4) social and child protection organizations; and (5) mass media.

This protection effort encompasses two scopes, namely juridical and non-juridical protection. Juridical protection is focused on the availability of laws and regulations that guarantee the realization of child protection, both at national and local levels, along with the enforcement of those laws and regulations in concreto. Meanwhile, non-juridical protection has its focus on protection endeavors through other non-legal, pre-emptive or preventive means, such as the educative, social, health, environmental, and economic ones.

In striving for child protection in the tourist areas on Madura, each regency government through the Culture and Tourism Service, the Family Planning, Women Empowerment, and Child Protection Service, and, specific to Sampang Regency, the Social Service is making efforts to realize a Child-Friendly Regency (KLA). Virtually all regencies on Madura Island have achieved the predicate of a First-Level Child-Friendly Regency. This Child-Friendly Regency title is in fact an appreciation of the Central Government to local governments for their commitment in promoting and in striving for child protection in their respective regions. The non-juridical steps taken by each regency on Madura to realize child protection are as follows:

- a. Founding a child forum at senior high schools;
- b. Founding a child task force in a village and actively coordinating with that child task force (applied only to a few select villages in pilot trials rather than all villages);
- c. Collaborating with the police to handle serious child rights violation cases, generally cases of violence against children. The Child Protection Service in this context provides counselling and assistance for both victims and perpetrators (if they are of the underage status too). Specifically, to Pamekasan Regency, the Child Protection Service cooperates with certain pesantrens. Assistance in cases of child rights violation tends to be the main focus of the Child Protection Services of Bankalan, Pamekasan, and Sumenep Services, whereas Sampang Regency focuses on a more integrated child protection approach by mixing pre-emptive, preventive, and repressive child protection efforts;
- d. Providing socialization and education on child protection for the community, both in the adult and child age groups;
- e. Encouraging the issuance of child protection rules as a manifestation of the Child-Friendly Regency title;
- f. Publishing certain information on child rights and child protection fulfilment over various media; and
- g. Specific to Sampang Regency, encouraging the establishment of a child corner in some services or places, such as local libraries. In addition, Sampang Regency also actively coordinates with other relevant services to make child protection one of the priorities and considerations of each service in planning development in the Sampang region.

Of all the strategic efforts abovementioned, none of the regencies has made an explicit effort for child protection at the tourist destinations in their respective areas. There seems to be a lack of positive synergy and coordination between the Child Protection Service and the Tourism Service in their attempt to protect children in tourist areas. Only Sampang Regency through its Social Service has coordinated with the Tourism Service. As stated by Masrurah, the Sosical Service is often invited to join discussions and is consulted for opinions or feedback in the tourism development in Sampang Regency, as in providing information in sufficiency and in support of children at the tourist destinations in Sampang, suggesting to close dangerous or potentially dangerous tourist areas like Lebar Cave, and encouraging the establishment of a child corner in some areas popular with children.

Meanwhile, juridical efforts are made by the local governments of the four regencies on Madura in two ways, namely issuance of relevant regional rules and resolution of cases that occurred. With regard to child protection legal products, each regency on Madura has issued a series of policies related to the fulfilment of child rights and child protection in the form of regional regulations and regent regulations. By and at large, the policies issued regulate norms in a technical manner, as of main tasks and functions in the fields of women empowerment and child protection in each region, integrated services and handling of violence victims, technical guides to the performance of child protection, and development of a Child-Friendly Regency (KLA). Specific to the regional regulation on KLA, all regencies have issued a KLA Regional Regulation except for Sumenep Regency.

Moreover, the substance of the norms contained in the child protection policies of each regency tends to repeat the general child protection norms in the Child Protection Law, whereas special norms on child protection at the tourist destinations have yet to be included in the regional policies, whether they be specifically about child protection or specifically about tourism. Departing from this juridical fact, it is only fair to say that child protection at the tourist destinations in each region has yet to be reflected and implemented soundly as there has been no specific juridical foundation and as it has not been rendered a priority in the rules.

3.5 The Challenges Faced by the Local Governments on Madura

Child protection from time to time anywhere is always faced with challenges. Lachman et al. (1996) said that these challenges grow even greater in the 21st century, urging immediate addressing for successful child protection. The success of child protection depends on the following factors: a) a uniform and accurate understanding of the essence and purposes of child protection; b) fairness in child protection; c) joint performance of child protection by all parties; d) rational cooperation and coordination of all parties responsible; e) orientation toward the elimination of criminogenic and victimogenic factors in the performance of child protection; f) all life aspects being capable of creating situations and conditions reflective of guaranteed child protection; g) availability of philosophical, ethical, and juridical foundations; and h) orientation toward the fulfilment of and appreciation for child rights.

In the tourism management on Madura, the absence of an integration of child protection in the sector is generally due to the factors below:

- a. An absence of sufficient budget for the performance of protection in the regions;
- b. Not all regions rendering child protection as a priority consideration in the development in any sectors, including tourism;
- c. Varied perceptions on the essence of child protection between tourism institutions and administrators;
- d. An absence of synergy and coordination between relevant services for the child protection efforts;
- e. Insufficiency in quality personnel;
- f. A narrow and relatively partial focus on child protection;
- g. Limited regional rules;
- h. A lack of mastery of the content of the Child Protection Law;
- i. A limited work scope of the Child Protection Service;
- j. Cultural hindrances in society, which tend to be permissive and indirectly encourage violations to child rights;
- k. Local communities' relatively minimal knowledge;
- l. A lack of socialization and education on child protection for tourist attraction managers; and
- m. An absence of sanctions and adequate supervision over tourist attraction managers.

Some factors that lead to sub-optimal child protection in the tourist areas on Madura have been successfully identified from the opinions of 300 respondents, who were visitors of the tourist areas, through a questionnaire are as follows: a] the people's low level of education (60.5%); b] child protection being not a full development priority in each regency, except Sampang (52.8%); c] negligence by the people and tourist attraction managers of the importance of child protection (46%); d] the people's ignorance of the necessity of child protection in tourist areas (57%); e] a lack of coordination and synergy between relevant institutions and between the government and tourist attraction managers (41.5%); f] a lack of socialization of the Child Protection Law for local communities and tourist attraction managers (50.8%); g] low-functioning child protection institutions in the regions (39.1%); h] the people's culture that tends to be permissive of some forms of child rights violation (28.3%); i] a lack of supervision of the local governments over the tourist areas (43.5%); j] an absence of sanctions for tourist attraction managers if child rights are not fulfilled in the tourist areas (42.3%); and k] an absence of regional policies or regulations on child protection in tourist areas (36.7%). The total exceeded 100% given that the respondents could pick more than one option.

According to some obstacles to child protection in tourist areas as mentioned above, both from the government perspective and from the people's, it is clear that limitation and diversity in the understanding of the essence of child protection will serve as one of the threats the four regencies on Madura are to deal with. The failure in child protection is due to, among other reasons, differences or insufficiency of the understanding of the implementers of the substance of child protection itself. This is as can be seen in two regencies on Madura, Bangkalan and Sumenep, in which case child protection is understood narrowly as only a repressive effort at the time a child violation case occurs, excluding preventive efforts prior to the occurrence of such a child violation case.

Furthermore, this understanding is backed up by the understanding of child protection work that is separate from other relevant services. The four regencies on Madura recognize that the growth of tourist areas opens up the chance of a greater degree of child rights violation. Otherwise put, the existence of tourist areas attracts child rights violation, as in the case in Bankalan, where some sexual violence cases against children are spurred by broadcasters' lure to "instagrammable" tourist areas, in which case the tourist areas are used as meeting points for the victim (child) and the perpetrator before advancing to other immoral acts.

A uniform and accurate understanding of child protection efforts is a significant determinant factor. The child protection substantially is a human issue that reflects a social reality, in which case both us, the protectors, and children, the protected, are human beings who live in a society with the same rights, honor, and dignity. An accurate understanding of human beings and humanity will have an effect on the appropriateness of the efforts to deal with child protection issues.

The challenges abovementioned also unquestionably show that the roles played by stakeholders in developing a quality tourism industry are yet to be optimal. The strategic roles of the central and local governments as stakeholders as follows:

1. Providing information on tourism, legal protection, and tourist safety and security;
2. Creating a conducive climate for the development of tourism businesses by opening up equal opportunities to run a business, providing facilitation, and allowing legal certainty;
3. Maintaining, developing, and conserving national assets that serve as tourist attractions as well as unexplored potential assets; and
4. Supervising and controlling tourism activities to prevent and mitigate some negative impacts on the general public.

Ideally, both the government and tourist attraction managers play their respective roles in providing legal protection at tourist attractions; not only should they make the tourist areas as attractive and profitable as possible, but also, they should provide comfort, hospitality, and protection optimally. Besides, stakeholders of the tourist areas are also expected to understand and implement relevant regulations and laws, including the Child Protection Law itself.

4. Conclusion

The strategic efforts of child rights fulfilment and child protection made by the four regencies on Madura are still general in nature and have yet to comprehensively touch the tourism sector. Only Sampang Regency has initiated a role of the service in charge in child protection, which is currently assumed by the Social Service, across all regional strategic development fields, including the tourism sector. However, this role is still limited to giving feedback to other relevant services. With regard to regional policies, each region has issued a series of policies related to child rights and child protection fulfilment, whether they be in the form of regional regulations or in the form of regent regulations. Yet, the entire policies only formulate norms that are general and technical in nature for certain matters: Child-Friendly Regency and handling of violence victims. Especially on child rights and child protection fulfilment at tourist destinations, each region has yet to establish a specific norm. It is understandable that the child rights and child protection fulfilment at the tourist destinations on Madura has yet to be fully reflected and well-implemented.

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