

INSTITUTIONAL STRUCTURING POLICY IN SUSTAINABLE DEVELOPMENT IN THE BORDER REGION

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Abstract: Coordination of the program border area development is still sporadic, as implemented by many departments at the central level. While it's still the sectoral nature of the program implementation according to the interests of each sector. The purpose of this research is to know the characteristics of the border region and community development in the region, as well as to draw up a strategy and policy development of the border region. This research concluded that there should be an established government institutions and directly responsible border management from conducting the central level in the form of Separate ministry, namely the Minister for the management of the State border of the Republic of Indonesia whose has the many devices, there are a central Government, Province, Regency/City, subdistrict until getting to the villages on the border.

Keywords: Institution, Border, Separate Ministry



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The Indonesian people are still not prosperous, it is marked by more than 71 years of independent Indonesia, the border area in Indonesia is still synonymous with underdeveloped, underdeveloped, poverty, isolation, rampant illegal activities, drugs, terrorism, foreign ideological penetration, and other crimes that have disrupted the sovereignty and stability of security at the borders of the State. Meanwhile, the border areas in Indonesia have considerable natural resources potential if managed optimally. It can improve the welfare of the people in the region. Government policies

in building border areas that are structured in various development programs have not been able to answer the needs of people on the border. The government not only rely on the approach that has been applied, but also must be smart, wise, and prioritizing social approach in order to improve the welfare of people at the border.

To date, the coordination of border area development programs in Indonesia is still sporadic, as it is implemented by many departments at the central level. Meanwhile, the implementation of the program is still sectoral. The management of border areas in Indonesia should be established by a separate Ministry of Border Area Management in Indonesia and may delegate its authority to the Governor as the representative of the central government in the region in accordance with Government Regulation No. 19 of 2010 on the Procedures for the Implementation of Duties, Authorities, and Governor's Authority Position. Border Management Bodies in the Region should be given wider

authority or in other words, can carry out an execution in carrying out development in the border region in Indonesia.

This research is intended as an input material in order to explore various alternatives to border area development between countries, especially from the institutional dimension in the framework of sustainable development of border area. The purpose of this study is to know the characteristics of border areas in Indonesia and the development of communities in the region, as well as to develop strategies and policies for the development of border areas. This research is intended to identify the potential of border areas in Indonesia covering the physical, socio-economic, cultural, institutional, and functional areas with the territory of neighboring Malaysia and the formulation of development strategies and policies in border areas. The benefits of this research are expected to be used as policy materials in developing border areas in Indonesia with neighboring countries, especially to exploit the potential of natural resources for improving the welfare of society, and the utilization of regional potency in relation to geopolitics (national territorial defense).

METHODOLOGY

The method used in this research is descriptive analysis with quantitative approach. This study further explored secondary data by looking at the realization of development implementation in the regions. The hypothesis is not used in this study but the researcher is required to be creative and sensitive in capturing the existing phenomena and analyzing the causal relationships that occur. This research was conducted in East Kalimantan Province, Mahakm Hulu Regency. The study was conducted for 3 months from October to December 2015.

Data collection is done by interview and secondary data. The combination of both data collection methods is expected to complete all the data needed in conducting a comprehensive analysis. Interviews were conducted on key informants at the provincial and district government levels, who were involved in the creation and implementation

of government policies. This interview was conducted to absorb all information related to development planning in the region and the problems that arise in the activity. Secondary data is supporting data used to complete the required information. These secondary data include RKPD, Region in Figures, reports, and other supporting documents.

RESULTS AND DISCUSSION

From the institutional side, as mandated by Law Number 43 of 2008 on the territory of the State, a National Border Management Agency (BNPP) has been established by Presidential Regulation (Perpres) Number 12 of 2010 on National Border Management Agency (BNPP) of BNPP tasks and functions to coordinate integrate, and synergize the efforts and movements of all K/L in the management of state borders led ex-officio by the Minister of Home Affairs as the head of BNPP because the Minister of Home Affairs has established political and network infrastructure, especially in vertical and horizontal coordination, with the network as the holder of central government control village/kelurahan. BNPP is supported by 30 members consisting of ministers/heads of central institutions and all border governors in Indonesia (Dewayany, 2014 and Eddy and Nafsiah, 2005).

Coordination is already formally underway, but not yet optimal. (BNPP) is still in the face of classic and elementary issues, namely the ineffectiveness of the state border governance system. Due to various constraints that are institutional and regulative. A significant increase in the nominal value of the budget each year is not seen significantly in effecting changes to the real conditions at the borders of the State. The results of the evaluation of the implementation of the 2014 PBWNKP renewal, for example, show that of the total budget allocated through the APBN for state border management of Rp16 trillion through 26K/L, only Rp 2.7 trillion or 17.01 percent is used directly in sub- leading sub-districts as a priority location for state border management. The rest of Rp13, 3 trillion or 82.99 percent used in locations that are not the leading Sub-districts or priority location (Effendi, 1990). This is due to several things, among others:

- a. The existence of Article 15 paragraph 2 in Law No. 43 of 2008, where “The implementation of technical development is carried out by technical agencies in accordance with the main tasks and functions”, which then assessed greatly limiting the space and function of this BNPP as a manager, because minus implementation.
- b. BNPP does not have the authority to organize, bind, and force stakeholders in performing their duties and obligations.
- c. BNPP organization as a non-technical institution and more as an institution with coordination function with the character as a committee organization.
- d. K/L has not been able to fully implement the directive or directives provided by BNPP, as sectoral K/L targets are not always compatible with the border management targets of the State.
- e. State border areas are often positioned as targets of non-primary development sites for local political decision-making processes, large local discretions are critical to the rapid development of the country’s border regions.
- f. BNPP is not directly involved in the execution of various agenda or work programs that are a source of authority of several K/L including TNI and POLRI.
- g. Reviewing the aspects of BNPP institutions is not a component of the Ministry of Home Affairs.
- h. The lack of synergism between the agencies that handle the borders is manifested from the weak coordination between agencies, resulting in ineffectiveness of action programs and the execution of violations.
- i. Border handling is still partially sectoral and interrupted by ad hoc bilateral cooperation forums (GBC, JBJ, SosekMalindo) (Asri, 2015).

Based on the above facts and factors, serious steps and efforts are required in strengthening the border governance system. One of the efforts of centralizing the system is the institutional arrangement in the border management of the State comprehensively has special autonomy, integral, and integrated, in order to realize the need of modern bor-

der governance system, effective and efficient, in accordance with the demands and needs of regional and global dynamics. Meeting national strategic needs and interests by taking care of the State on the front page requires the establishment of new autonomous regions (DOB) in the form of Province, City, Sub-district and special villages in the border areas of the State.

Sustainable development can be defined as a development process that harmonizes the availability of natural resources with development so that it can be utilized by generations (Fitriansyah, et al., 2008). Implementation of such sustainable development can be achieved ecological sustainability, economic sustainability, socio-cultural sustainability, political sustainability, and sustainability of defense and security (Hamid 2003). Building border areas of Kalimantan, especially Kaltim-Kaltara is very different than building other border areas. Distance range between the capital, districts, sub-districts, and villages on the border is very far away. The lives of the people who live in the villages are strongly influenced by the customs. Still, the habit of some villagers has the concept of shifting cultivation so that the more difficult “touch” their existence (Asri, 2006). Something to consider is that the development of border areas in Indonesia should be aimed at creating sustainable development by strengthening community participation and taking into consideration the balance of human, economic and environmental development based on local wisdom. So that development policies in border areas are more realistic, evident as the wishes, needs, and expectations of local people and in line with this, this pattern can build the spirit and togetherness of border communities in the slogan of, for, and for them. At once as a form of realizing a sustainable border development model (Heffy, 2007).

One model that can be applied is a human-centered development model. This model emphasizes that development is not just to increase economic growth, national income (GNP), and fulfillment of basic needs of society, but in efforts to improve human quality in order to increase the real participation in various activities of their lives in order to encourage the creation of productive activities of high

value. The model can be integrated with the “Insitu” approach, which is a model of village development in the border area with community development methods that accommodate the aspirations of the community by utilizing the potential of local resources as a source of funding (Isbandi, 2007).

There are three models that can be applied, the first is Immanent Change is a community development process that comes from within the system of community life itself with external initiatives. The second is Selective Contact Change which is a sourced development process apart from local community inspiration, as well as inspiration from the dynamic. The latter is Directed Contact Change, a community development process pioneered by a dynamic actor who brings new ideas for the development of the local community.

Taking into consideration the three development system models that can be used in Community Development policies, the category of development that best fits the “insitu” model is the second category, the Selective Contact Change category that relies on the village development process with a mix of initiatives sourced from the local community and the dynamists. While the program can be directed to MESUSAN “(Improving Border Human Resources) and” MENHULIBA MALINDO “(Improving Transboundary Relations Malaysia Malaysia) and SOWISAN (PesonaPerbatasan) is one of the community development programs specifically designed to develop the border tourism industry (Islamy, 2001). In order for the management to be optimized, Role Sharing is required as follows:

1. Software (in the form of applicable laws and regulations including the Master Plan for the Management of Border Areas), by the Government and the DPR
2. Hardware (in the form of special management agency of border area), Provincial Government
3. Brainware (human resources involved in border area management), District/City Government (Jacob, 2004).

The combination of the above model is holistically believed to be able to unite economic, social, and environmental interests in the border region. The above is in line with some expert opinions as follows:

1. SofianEfendi asserts that sustainable development is a development process that utilizes its resources, its investment direction, its technological development orientation and its institutional change is harmonious and with great attention to the current and future potential in meeting the needs and aspirations of the people (Policy and Strategy National management of the Inter-Border Region In Indonesia, 2004).
2. Tjokrowinoto asserted that the formulation of border area development strategy in Indonesia should consider the determinant factors causing growth gap, especially manipulable determinant factors (Knox and Donald, 1998).
3. Isbandi states that, participation is the participation of the community in the process of identifying the problems and potentials that exist in the community, the selection and decision-making on alternative solutions to address the problems, the implementation of the problem-solving efforts, and the involvement of the community in the process of evaluating the changes (Moeljarto, 2005).
4. SutoroEko also states that Participation is the political involvement of the people in government, so in this context, empowerment as a process of developing, establishing, commanding, strengthening the bargaining position of the underclass against the forces of pressure in all areas and sectors of life (Muriah and Syafei, 1998).
5. Society is the main element that will be built but the community must also be placed as the main potential in development. This approach becomes very important to note, although quality and quality have limitations, it has a very important role in political, economic and social view because they are the ones who live and enjoy the development of the border.
The argument of a human-centered development model is (Patton, et al., 2007):
 1. The community is the central focus and the ultimate goal of development, therefore participation is the logical consequence of the proposition.
 2. Participation raises a sense of self-worth and

- personal ability to be able to participate in important decisions that concern the community.
3. Participation creates an environment of information flow feedback about the attitudes, aspirations, needs, and conditions of a region without its existence will not be revealed
 4. Participation provides a conducive environment for the actualization of community's potential and growth.
 5. Participation is seen as reflecting individual democratic rights to be involved in their own development.

This development model develops a sense of political effectiveness that will transform passive recipients into active participants who contribute to the development process and are active and evolving in choosing societal issues. The success of development can be obtained from the opening of community participation from the planning, implementation, evaluation and development benefits. The failure of development is partly due to the rejection of the community. The wishes and expectations of the border community need to be poured in the development agenda and realization needs to be guarded together between the community and other stakeholders.

Thus, the participation of the people in the policy of border development will create a balance between local interests and the interests of the State that is in need of harmonization in the border area of Kaltim-Kaltara. Untuk it needs to change the strategic paradigm of border area development that only emphasizes the security approach (security approach) into a pattern of participatory border control development to create security and prosperity for people in border areas in the fields of politics, ideology, economy, social/culture, defense, and security. It is intended that the participation of the parties (central government, local government, business actors, apparatus, security, and NGOs/NGOs) is expected to establish a steady and dynamic national stability as the basic capital for the creation of a comprehensive development in the border region. For communities around the border like indigenous peoples, it is necessary to actively participate in every decision maker because they feel they have

the same rights. The sacrifices of these indigenous peoples need to be accompanied by rewards to those who are managed fairly and transparently.

The community of villagers in the outer islands and border areas, especially in East Kalimantan and Kalimantan, the role of traditional chief leadership as a traditional leader or informal leader who is also a role model of indigenous peoples is very prominent. Especially in traditional societies, the existence of traditional or informal leaders is felt to be very effective in motivating the community (Government of Indonesia, 2008). Public recognition and adherence to the existence of informal leaders, in this case, are that customary leaders are usually long-term or even life-long. The high loyalty of followers to informal leaders is also because the informal leaders are usually charismatic or play the role of charismatics' leader. If in the context of micro organizations, these informal leaders are similar to those mentioned by Bass in Knox and Donald (1998) as popular leaders (Government of Indonesia, 2010).

Border areas have made customs and cultures a guide in living life from time to time so that border area development policies need to respect local policies. Thus the role of customary heads in the village development process in the border areas in Indonesia is clearly still very large, especially in mobilizing the participation of the community both physical participation, financial, and moral responsibility in the procurement or implementation of development in the region. Form of customary agreement that has the same strength as the convention (written law) as reflected in the existence of rules of mutual cooperation (cooperation) in the construction of village physical facilities, repair of houses that can not afford, where the convention is famous with Sengguyun and Tana customs Ulen in Malinau District, Adettovisupi in Mahulu District and Pruyud custom in Nunukan District. If citizens who do not follow this custom will be subject to good sanctions in the form of sanctions material (fine) and social sanctions (shame) (Government of Indonesia, 2008). The results of field studies to pay attention to the maturity level of community members (indigenous community members) is relatively good. This relatively good condition is shown by the establish-

ment of self-supporting physical facilities located in the research location (Government of Indonesia, 2008). The community actively participates in donating energy and funds for the smooth development of physical facilities in the village which is a common need, such as village roads, places of worship, sports fields, and so forth. Some evidence of high participation can be seen from the development of physical projects that have been done, which is the result of self-help community, which really without government assistance, Example:

1. In the Year 1998 Construction of 2 Churches, soccer field and volleyball field at Long Nawang.
2. Construction of a 25 km long road between Long Nawang to Long Ampung.
3. The Year 2002-2003 Build a house for poor people as many as 25 families in Long Nawang.
4. Construction of roads and bridges between Long Nawang villages and other border villages, for access to border areas (Malaysia).
5. The construction of a 25 km long road connecting the Long Layu (Krayan Selatan) Long Dano (Sarawak Malaysia) (Government of the Republic of Indonesia, 2015).

In addition to implementing development in a self-reliant way, the community is also actively participating in government-initiated development programs such as a village-wide project with funding provided by the government, while people enthusiastically participate in the project free of charge. The general public has a high sense of solidarity towards common interests. It is seen that the distribution and interaction of formal authority with informal authority has been mixed in the local indigenous social system which is still very adherent to customary law or norms, thus making customary head as a central figure in decision maker (Government of Indonesia, 2008). Thus, the policy of border development needs to be balanced with efforts to “awaken” their potential. This “people/human-centered” development approach is a strategic step to empower people in all their limitations.

The government in implementing development policies, particularly in rural development in the border areas of East Kalimantan and North Kalimantan,

should adopt local cultural values (local wisdom), through empowering and revitalizing the role of informal leaders as a formal leader of the government tool. Factors that because it first is, the application of development model from above (development from above) is full nuasana state-centered. The second is, rural development planning is mostly done by outsiders, without involving the local community. The third is that structural and cultural influences affect development planning, in which the dominant role of government and the lack of respect for the initiative of the community to have alternative thoughts. The last is, sectoral and departmental planning ignores the importance of coordination, so planning can not address complex community problems (Ridwan Achmad and Zamzam Farok, 2011).

CONCLUSIONS AND RECOMMENDATIONS

CONCLUSION

Should be formed a government agency that is directly responsible in conducting border management from the central level in the form of its own Ministry of State Border Management of the Republic of Indonesia which there is a central government, Provincial, District/City, District to the villages on the border. The burden and responsibility of border area development are in the hands of the provincial and regency/municipal governments while the border affairs or authorities are left entirely to the Governor since the Governor is certainly more aware of the problems in his region according to the law of 43 years 2014 on regional government. Central government authority only exists on border gates (border gate) covering aspects of customs, immigration, quarantine, security, and defense (CIQS).

RECOMMENDATION

1. Establish a separate ministry for managers of state borders tasked with managing state borders by upholding civilian supremacy over the military.
2. Implementing asymmetric decentralization policies for border areas in providing public ser-

vices (basic social and basic infrastructure) and the distribution of state finances. The policy of treating the border asymmetrically will be helpful and to the target, rather than the pattern of uniformity as it has been.

3. Providing special scholarship assistance for children at the border to become TNI, POLRI, doctors, nurses, teachers, and immigration, customs, and Kesbanglinmas.
4. Improving the quality of human resources (HR) through development in education, health, transportation, and information.
5. Establish new autonomous regions (DOBs) for border areas in both border and border regencies/municipalities.

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