Asymmetric Policy on Border Management
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Abstract

The management of state borders between Indonesia and PNG holds potential problems in the form of differences in socio-economic conditions between the two countries. While socially and culturally, people in the two countries have close kinship ties. This paper intends to recommend an asymmetric policy for managing national border areas, especially between Merauke and PNG. The conclusion of this study is that the adoption of the China and Vietnam border management model can be applied in the management of the Indonesia-PNG border. This adoption is accompanied by several strategies in the form of: acceleration of construction of facilities and infrastructure, strengthening the socio-economic conditions of border communities, human resource development and strengthening of good institutional aspects.

Introduction

The development of periphery areas needs to be put on the basis of asymmetric policies, namely by providing a policy of partiality in disadvantaged, remote and frontier regions (RPJMN 2015-2019). Referring to the 3rd President Joko Widodo's and Yusuf Kalla's nawacita, "Building Indonesia from the periphery by strengthening regions and villages within the framework of the Unitary State", this laid the foundation for the beginning of asymmetric decentralization. Border areas are considered to need special treatment given their role as national borders. Border areas play an important function because of the complexity of the problems faced and border areas must be the front page of the State.

Asymmetric policies specifically related to the development of border areas have basically become part of the national development agenda as set out in the National Medium-Term Development Plan (RPJMN 2015-2019). To accelerate the development of the border region, 14 development strategies were formulated. There are two strategies that are asymmetrical, namely the 12th Strategy which reads "Implementing an asymmetric decentralization policy for national border areas in providing public services (basic regional and basic social infrastructure) and distribution of state finances. And the 13th Strategy which reads "Implementing a specific policy and managing the formation of the New Autonomous Region (DOB) in the border region which is oriented towards welfare through guidance, monitoring and evaluation".
The results of the inventory of local government proposals related to the need for intervention in the development of the country's border regions in the Papua Region are as follows. 1) Economic Sector, including: (i) trade & MSME sector development; (ii) increasing productivity and processed fishery, agriculture and livestock products; (iii) palm oil waste management; (iv) improvement of community skills and access to employment; and (v) BUMDES development. 2) Connectivity Sector, including: (i) opening, building & maintaining roads; (ii) airport construction; (iii) availability of docks and water transportation. 3) Basic Infrastructure Sector, including: (i) BTS development; (ii) PLTS construction; (iii) construction of Embung and SPAM; (iv) construction / rehabilitation of school buildings, study rooms, library, official houses, student dormitories; (v) construction / rehabilitation of hospitals, puskesmas, pustu, poskesdes, polindes, official houses, ambulance procurement. 4) Security and Defense Sector, namely the construction of the Torangan Navy Post security defense pier.

The problems that require asymmetric policies are as follows. 1) Resolution of the issue of distribution of authority at the border between the TNI, Polri and BNPP. 2) Development of downstream market-based local commodities in Boven Digoel (rubber and vegetables), Keerom (coconut), Bintang Mountains (sweet potato), and Merauke (agriculture and fisheries). 3) Development of border markets to the level of exports from Papua to PNG and other pacific countries.

The asymmetric alternative policy recommendations for the development of border areas proposed by Bapenas (2016) are divided into three levels, namely Micro, Messo, and Macro as follows:

1) Micro (Coordination, Bureaucracy, Effectiveness of Programs and Activities), namely: a. Simplification of the mechanism for procurement of goods and services for activity packages at the border b. Asymmetric policy internalization in the draft RKP 2018 and oversee the K / L work plan for 2017 especially related to infrastructure development programs in the country's border regions c. Development of BUMN "foster children" scheme to border districts to increase the empowerment of border communities.

2) Meso (Fiscal, Institutional and Regulatory Aspects), namely: a. Alignment of border province budget allocations, (for example: a minimum of 20% is allocated to border territories) b. The existence of BPPD institutions or ad hoc teams (other forms) in accelerating the development of border areas c. Strengthening sub-district capacity as a reference base for border development needs d. Strengthening the role of village governments in accelerating the development of border areas e. Preparation of regulations relating to: a) Guaranteed availability of basic logistical needs from within the country b) Fuel quota for fishing boats at the border c) Guarantee the availability of fuel at the same price in the border area with other regions d) Pioneer transportation subsidies to the basic needs of the border, tools health e) Cross-border trade regulations f) Incentives for officers in border areas (teachers, health workers, military, police). g) Unit of special costs (price of building materials, shipping, travel, medical equipment).

3) Macro (Social Politics & Authority), namely: a. Increasing authority (material / special affairs) for border management to regional governments b. The ease of forming new border autonomous regions is needed to ease the range of control in government management.

Local problems faced along the border areas of Indonesia and PNG, especially in Merauke Regency are isolation, underdevelopment, poverty, high prices of goods and services,
limited infrastructure and public service facilities (infrastructure), low quality of human resources, and the spread of population that is not equally. Whereas national problems are in the form of: government policies that are not in favor of the development of border areas and the lack of personnel, budget, facilities and welfare; illegal cross-border trade; lack of access and communication media and information in the country and not yet optimal cross-sectoral and cross-regional coordination in handling border areas. The problem of managing national borders is not the planning dimension, but the implementation dimension, and which one will be implemented first. Therefore an alternative policy is needed that is able to manage the State border areas, especially in Merauke Regency, Papua.

Method

This type of research is library research. This study aims to examine the texts, books, and publication texts regarding the view of transparency in the management of village financial funds in Papua sourced from relevant literature texts raised as problems in this research topic. Data sources used are relevant previous research data. Steps taken include collecting library data, reading, recording, and comparing literature for later processing and producing conclusions. The data used are secondary data from textbooks, journals, scientific articles, and literature reviews that contain the concepts being studied.

Results

From a literature review on decentralization that runs in the Republic of Indonesia (Special Region of Yogyakarta, Special Autonomy for Papua and Aceh), Autonomous Communities in the Kingdom of Spain and Kunshan economic zones in the People's Republic of China, it can be seen that the dosage of asymmetry varies according to physical, economic and social characteristics- culture. Asymmetric decentralization that runs within the Special Autonomy of Papua and Aceh, has covered all political, administrative and fiscal dimensions. Asymmetrical decentralization that runs in the Special Region of Yogyakarta is only in the form of state expenditure funds that are transferred to the DIY Government to carry out the special functions of Yogyakarta.

According to Veljanovski, A. M (2010), asymmetric policy means different treatment doses in the interaction between the Central and Regional Governments, where this policy aims to become an 'adhesive glue' to maintain political stability and territorial integrity of the state. The reason for a state government adopting an asymmetric decentralization policy is for the efficiency of the State budget, bringing Regional Government closer in order to facilitate public basic services and socio-economic development, and respect for a constitution that recognizes differences in regional characteristics within a country.

Asymmetric policy is divided into three levels, namely: political asymmetry; administrative asymmetry; and fiscal asymmetry. Political asymmetry is a form of asymmetric decentralization that is common in a unitary state but regulates the different treatment of certain community entities for noneconomic reasons, such as politics, history, culture, and so on. Administrative asymmetry is manifested in differences in the competencies and capacities of Regional Governments in carrying out their affairs, as well as differences in forms of interaction between the Central and Regional Governments. While fiscal asymmetry is the most advanced level of asymmetric decentralization because it has entered the development financing dimension. Fiscal asymmetry enters the sphere of differential treatment in the authority to
withdraw regional income in the form of tax and non-tax, as well as regional expenditure in the context of development implementation, Veljanovski, A. M (2010).

Political asymmetry in the Special Autonomy of Papua was carried out in the formation of the Papuan People's Assembly as the indigenous representative of the Papuan Orang Asli (OAP), which is defined as the Melanesian family of indigenous Papuans, the freedom of citizens to form local political parties, as implemented in Aceh's Special Autonomy. Other political affirmations are special rights for OAP to become Candidates for Governor and Deputy Governor in Papua, while migrants and non-Melanesians cannot be nominated as Candidates for Governor and Deputy Governor.

The administrative asymmetry policy in the Special Autonomy of Papua is manifested in the authority of the MRP to give consideration and approval in the nomination of the Governor / Deputy Governor who must be an OAP, the preparation of a Special Regional Regulation (Perdasus) in terms of Otsus fund expenditure, as well as the Provincial Regulations drawn up by the Papua Provincial Government / West Papua and Papua / West Papua DPR. The Perdasus was prepared by the Provincial Government, MRP and the Papua / West Papua Parliament. The MRP also carries out the functions of OAP protection in customary rights, alliances, land use, etc. stipulated in writing in Provincial and Regency / City Regional Regulations, and not in the form of Customary Law. The composition of the regional government of Papua is not different from other regions in Indonesia as is the case in Aceh's Special Autonomy, only the term sub-district is replaced by a district, and the village is replaced by a village. The authority for the expansion and merger of regencies / cities is stipulated by law on the proposal of the Papua Province, while the division and merger of regencies or villages is determined by regency / city regional regulations.

Fiscal asymmetry policy in Regional Government is found in the transfer of the state budget to the regions in the form of: Village Funds; Special Autonomy Funds (Aceh, Papua and West Papua) and DIY Privileges Funds; Regional Incentive Funds; General Transfer Funds consisting of General Allocation Funds (DAU) and Revenue Sharing Funds (DBH); Special Transfer Funds (DTK) consisting of Physical and Non-Physical Special Allocation Funds (DAK). By definition, the difference between DAU and DAK is on the objective, if DAU is aimed at all regions to improve the distribution of financial capacity between regions, then DAK is aimed at certain regions to help fund special activities which are regional affairs and in accordance with the National Priorities DGT website of the Ministry of Finance, Direktorat Jenderal Perimbangan Keuangan (2016).

Asymmetrical terminology from much literature is found inherent in the concept of decentralization, not in the concept of policy. Because basically the range of differences (asymmetric) given focuses on how big and how different the degree of authority delegated from the central government to regional governments. The emergence of asymmetric policy terminology in Indonesia is motivated by the need for different treatment, not only in the scope of authority delegated, but also what technical treatment should be given to the policy object to be made. If examined from the various concepts and literature on the definition of asymmetric decentralization and asymmetric policy, then there are some main characteristics of asymmetric nature that can be identified. a. Asymmetric as a difference or exception treatment; b. Asymmetric as the difference in speed and size of a policy; c. Asymmetric as a difference in dosage or degree of partiality towards the same policy to different targets; d. Asymmetric as a
modified form of symmetric, so we can say asymmetric if you already know what the symmetrical shape is (there is a comparison); e. Asymmetric as a policy discretion, assuming the asymmetrical form is an exception / abuse of authority from the symmetrical pattern.

Jones, Stephen B (1945) divides the scope of border management into four parts, namely: allocation, delimitation, demarcation and administration / management. The four spheres of boundary management are interrelated to one another, indicating that the four are a series of decision making that are interrelated in their implementation. Referring to the theory proposed by Jones above, there are broadly three main issues in managing border regions between countries, namely: (1) Determination of land and sea boundaries, (2) Safeguarding border areas, and (3) Development of border areas. In the context of managing the Indonesian state border there are still problems in these three main issues.

There are several models of border area management such as in the United States, the EU (European Union) Model, and China-Vietnam. The closest model to the conditions in the Papua - PNG border region is the China-Vietnam model, where cooperation between the two countries is based on trade-based border development with the intensity of developing industrial zones in the two regions of the country that have succeeded in attracting investment. The governments of the two countries also provide support for creating maximum benefits for the border regions of the two countries due to the similarity of the concept of development of the border region.

Discussion

The adoption of the China-Vietnam border management model must be accompanied by several strategies, namely: a. The acceleration of the development of facilities and infrastructure, in the sense of expanding, multiplying and increasing the service capacity of existing facilities and infrastructure, because after all increasing economic activity and investment requires the support of the availability of electricity, water, telecommunications, transportation, ports (land and sea), markets, and the construction of cross-border posts, especially at agreed points. In addition, it needs to be supported by the provision of facilities and infrastructure such as customs, quarantine, immigration and security. b. Strengthening the socio-economic conditions of the community in the form of an increase in community income and an increase in the people's standard of living. This can be done through the provision of a place of business that is appropriate to the characteristics of the region and the natural resources available in the region so as to improve the community's economy by promoting local wisdom. c. Human resource development (HR), in the border region, so that local people can become active actors in developing the border region as a gateway for economic and trade activities with neighboring countries. Efforts to empower these communities must be adapted to the system of values, norms, and customs that apply in border areas. This effort must be carried out by fostering full participation of local communities with active support from the central and regional governments, as well as traditional institutions. d. Integrated border management through a good institutional system. Specifically with regard to institutional aspects, an integrated and coordinated border management institutional model needs to be made.

In this regard, a concept of "Integrated Border Management (CBM)" is offered. This concept is the adoption of several border management concepts, especially from the concept offered by Aniszewski, Stefan (2009). This concept is very relevant to the issues of border management between Indonesia-PNG, especially towards the management of the Merauke
border with PNG. At CBM there are two different dimensions, namely the dimensions of the national management system and the international management system.

The national management system involves coordination between policy holders (various agencies at each level of government) and stakeholders (national stakeholders), while the international management system involves collaboration with neighboring countries and stakeholders in the country. Both management systems must be integrated in a special body that is available at both the central and regional levels. Regarding the management of the Merauke and PNG borders, there is already a body which is the National Border Management Agency (BNPP).

In the international management system, the border management cooperation between the two countries is very dependent on the existing legal framework. Under the CIBM concept, border management agencies at the central to regional levels are parties entrusted with the authority and responsibility to discuss the substance of border management agreements with neighboring countries, meanwhile in accordance with the duties and functions mandated by law, the Ministry of Foreign Affairs Negeri (Kemenlu) supervises the agreement to ensure it does not conflict with the national interests of the Republic of Indonesia. Besides the asymmetric development policy for the maximum management of the border areas proposed by Bapenas (2016), which is divided into three levels, namely Micro, Messo, and Macro, specifically for Indonesia and PNG areas that have local problems faced in the form of isolation, backwardness, poverty, the high prices of goods and services, limited infrastructure and public service facilities (infrastructure), the low quality of human resources, and the uneven distribution of population (Teturan, et al. 2019). Whereas national problems are in the form of: government policies that are not in favor of the development of border areas and the lack of personnel, budget, facilities and welfare; illegal cross-border trade; lack of access and communication media and information in the country and not yet optimal cross-sectoral and cross-regional coordination in handling border areas. It would be better if the implementation of this asymmetrical policy is carried out in stages starting from micro, after that meso and macro, so that it can answer all problems both local, national and international.

Conclusion

The problem of managing borders is a universal problem and almost all countries in the world face problems relating to their national borders. Basically, border management problems can be divided into two, namely: (1) issues relating to the physical assertion of national borders; (2) management of border areas. The Indonesian border management policy has so far been deemed not comprehensive despite the establishment of the BNPP. For this reason, the paradigm shift that makes border areas a "front porch" for the country needs to be supported by a number of other policies so that border management becomes more optimal while strengthening BNPP institutions.

Development of the border region is an effort to realize the sovereignty of the Republic of Indonesia as an independent state. Therefore, the scope of development of the border region is closely related to the problem of resolving the territorial borders of Indonesia with neighboring countries which are very strategic for Indonesia in terms of geo-politics and geo-strategy. Peaceful resolution of border issues and efforts to develop border areas and the handling of
problems will strengthen the effectiveness of the implementation of foreign policy and diplomacy to achieve its objectives as stipulated in the opening of the 1945 Constitution.

References


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