

The cover features a photograph of a modern, white building with a large, abstract sculpture in the foreground. The sculpture is a seated female figure holding a long, thin object. The building has a prominent white dome and a tall, rectangular tower. The sky is blue with scattered clouds. The entire cover is framed by a dark red border with a subtle floral pattern.

REVISTA BRASILEIRA DE POLÍTICAS PÚBLICAS
BRAZILIAN JOURNAL OF PUBLIC POLICY

The Role of the Central and Regional Governments of Indonesia in the Indonesia-Papua New Guinea Border Development Policy

O Papel dos Governos Central e Regional da Indonésia na Política de Desenvolvimento Fronteiriço Indonésia-Papua-Nova Guiné

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* Recebido em: 26/01/2023
Aprovado em: 03/01/2024

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Abstract

This study aims to analyze the implementation of development policies in border areas with the lens of the role of central and regional governments in its implementation. By using qualitative methods, the data sources come from observations, interviews and documentation on policy frameworks and constraints makes it possible to strengthen the environmental aspect as a configuration background for designing policies aligned with sustainable development. The results show that the current border area development policy uses three approaches: security, welfare, and the environment. On the other hand, there is a gap between the regional autonomy policy's contents and the central government's policies. Thus, the Jayapura city government's role is limited to implementing border area development. This finding is an important reference for aligning the visions of the central government and local governments in sustainable development in the periphery.

Keywords: sustainable development; public policy; local government; cross-border.

Resumo

Este estudo visa analisar a implementação de políticas de desenvolvimento em áreas fronteiriças sob a perspectiva do papel dos governos centrais e regionais na sua implementação. Ao utilizar métodos qualitativos, as fontes de dados provenientes de observações, entrevistas e documentação sobre marcos e restrições políticas permitem fortalecer o aspecto ambiental como pano de fundo de configuração para o desenho de políticas alinhadas ao desenvolvimento sustentável. Os resultados mostram que a actual política de desenvolvimento da zona fronteiriça utiliza três abordagens: segurança,

bem-estar e ambiente. Por outro lado, existe uma lacuna entre o conteúdo da política de autonomia regional e as políticas do governo central. Assim, o papel do governo municipal de Jayapura limita-se à implementação do desenvolvimento da área fronteiriça. Esta conclusão é uma referência importante para alinhar as visões do governo central e dos governos locais no desenvolvimento sustentável na periferia.

Palavras-chave: desenvolvimento sustentável; políticas públicas; governo local; transfronteiriço.

1 Introduction

In relations between subjects of international law, state disputes often occur. These disputes grow from the diversity of natural resources, trade between regions, human rights, terrorism, and borders between countries.¹ The settlement of these various disputes is the realm of international law. Currently, the international community realizes that resolving disputes using war is no longer relevant because it creates a prolonged crisis. Today's international community believes that dispute resolution must use peaceful means.²

The existence of a state is determined by its sovereignty, population, and territory, which are recognized by international law. The manifestation of maintaining this sovereignty is carried out with a protection approach. It is a response to the complexity of border problems requiring resolution steps. In addition, the domination of land border threats is the dominant discourse regarding border areas between countries today. Discourses on territorial security, such as border stakes, illegal migration, and drug trafficking, are serious problems.³ However, is the security approach sufficient? How is the division of government roles in border area management? This question directs us to macro questions regarding public policy arrangements. To answer these questions, this paper will examine several critical aspects behind the policy anatomy of managing the land border areas of Indonesia and Papua New Guinea. The operationalization in this paper refers to the thinking of Jones, where policy involves organizational activities, interpretation, and application in its implementation.⁴ If organizational activities refer to actors or institutions involved in border area development, interpretation refers to the distribution of authority of each actor in implementing policies. At the same time, the application is the implementation of rules or regulations established from the central to regional levels. So, the unit of analysis for this research is the policy framework and border area development approach or large frame for operationalizing these three activities.

Policy-led is an approach to facilitate the development of border areas. Policy-based development is also expected to be a recommendation for the desired planning. On the other hand, it can address problems that hinder development and increase an organization's competitive advantage across borders. The preparation of the National Border Management Master Plan by the National Border Management Agency (BNPP) is carried out every five years, intended as an instrument for integrating development programs based on regional approaches in a directed, gradual and measurable manner, as well as being a guide and reference for all ministries and non-ministerial institutions as well as regions in formulating and establish border area management policies and programs.

Meanwhile, the basis for developing border areas is contained in the policy of Law Number 43 of 2008 concerning State Territories. In particular, the Jayapura City Government also has a policy for developing the Skouw Border Area in the Muara Tami District of Jayapura City, which is regulated in Jayapura City

¹ ADOLF, Huala. *International dispute resolution law*. [S. l.]: Sinar Grafika, 2020.

² FARIDA, Elfa. Settlement of Border Disputes Between Thailand and Cambodia Through the ASEAN Mechanism. *Masalah-Masalah Hukum*, v.43, n.1, p.57–66, 2018.

³ SINAGA, Melpayanty. Transnational Crime through the Drugs Barter Trade in the Ri–Papua Border Area, New Guinea. *Masyarakat Indonesia*, v.45, n.1, p.61–75, 2020.

⁴ JONES, Charles O. *An Introduction to the Study of Public Policy*. 3rd. ed. California: Brooks/Cole Publishing, 1984.

Regional Regulation Number 5 of 2017 concerning the Regional Medium Term Development Plan for 2018-2022. The border areas tend to fall into underdeveloped areas from various aspects of development.⁵

The past paradigm is still attached and views the border area as a backyard which gives the state development.⁶ As a result of giving more importance to the central region's development, the border areas' development is generally lagging behind other regions. The management of border areas is prolonged to development. It is due to the condition of the people still marginalized and the lack of attention from the central and regional governments. Its location in the outermost area makes access to markets and commodities minimal, as well as communication facilities and infrastructure that connect the area to the center of activity. As the front porch, the face of the Indonesian border should reflect a safe and prosperous condition.

The issue of natural resource security often manifests itself in the face of borders in Indonesia. Environmental exploitation occurs due to internal community factors and external factors that come from influences outside the state's territory.⁷ In addition, border areas are synonymous with entry points for transnational crime, illegal logging, and conflicts threatening national stability.⁸

Indonesia's border areas historically cannot be separated from Dutch Colonial history. Since 1910, the term Van Sabang tot Merauke has been known, a term that shows the process of the Dutch East Indies' neo-colonial formation.⁹ While juridically, it is contained in Law Number 43 of 2008, Article 1, which explains that the border area is part of the territory of the country which is located on the inside along the border of Indonesia's territory with other countries, in terms of land borders, the border area is in sub-district. The boundaries of the country in question are the boundaries that separate the sovereignty of a country based on international law. Furthermore, Article 6 paragraph (1) confirms that land boundaries cover the territory of Malaysia, Papua New Guinea, and Timor Leste. Then maritime boundaries with Malaysia, Papua New Guinea, Singapore, and Timor Leste. Finally, the air boundary includes the state's sovereign limits on land and at sea, and its boundaries with outer space are determined based on developments in international law.

Research in Indonesia's state borders, especially the implementation of regional development policies, has been carried out and has received attention in discussions in recent years. The Suharto research revealed that government assistance in the form of economic capital bridges potential development efforts, which shows that the Samisake program initiated by the Mayor of Bengkulu, Indonesia, can improve the economy and living standards of the urban with a success percentage of up to 70.13%.¹⁰ However, the development of border areas between countries has a complex doctrine that includes security and economic issues. Portella's research reveals a view that embraces both security and economic issues in the Brazilian context.¹¹ According to his study, the mineral reserves of the Brazilian border area are a strategic asset to face competition in economic globalization. The results of his research show that strategic policy updates are worthy of consideration for sustainable development and efforts to guarantee energy for the national security industry.

⁵ MUBARAK, Muhammad Miftah. Analysis of Infrastructure Availability Evaluation in the Indonesia-Malaysia Border Area (The Case of Nunukan District). *Indonesian Journal of Spatial Planning*, v. 2, n. 1, p. 45-53, 2021; SOARES, Gudino Lovato; HIDAYATI, Agustina Nurul; GAI, Ardiyanto Maksimilianus. Analysis of Infrastructure Needs in the Border Area of Indonesia and Timor Leste (Asumanu, Tohe and Maumutin Villages). *Jurnal Plano Buana*, v. 1, n. 1, p. 1-10, 2020.

⁶ SUHARYANTO, Suharyanto *et al.* Small Islands as Centers of Economic Growth in Indonesia's Border Areas: Review of Technical, Social and Economic Aspects. *Buletin Ilmiah Marina Sosial Ekonomi Kelautan Dan Perikanan*, v. 6, n. 1, p. 73-84, 2020.

⁷ MURADI, Muradi. Management of Indonesian Border Security. *CosmoGov*, v. 1, n. 1, p. 25-34, 2017.

⁸ MARWASTA, Djaka. Assistance in Border Area Management in Indonesia: Lesson Learned from KKN-PPM UGM in Border Areas. *Jurnal Pengabdian Kepada Masyarakat (Indonesian Journal of Community Engagement)*, v. 1, n. 2, p. 204-216, 2016.

⁹ TIRTOSUDARMO, Riwanto. Talking about Marginalized Communities in Indonesia. *Jurnal Masyarakat Dan Budaya*, v. 22, n. 1, p. 115-122, 2020.

¹⁰ SUHARTO, Sugeng. Samisake Program is Improving the Economic Capabilities of Urban Poor in Bengkulu City, Indonesia. *Braz. J. Pub. Pol'y*, v.12, p.489, 2022.

¹¹ PORTELLA, Marcio Oliveira. Mining the Borders, Sustainable Development and Defense Industrial Base. *Braz. J. Pub. Pol'y*, v.4, p.117, 2014.

Various studies on the implementation of Indonesia's border area development policies seem to use more of a legal perspective with a literature study approach with normative juridical analysis. So, issues related to border areas have not been resolved empirically. Mangku and Dimaswari, for example, review the border area from a legal perspective that manages diplomacy between countries.¹² Their research approach tends to come from literature study data. Then Gustina made observations from a law enforcement perspective on the dual identities of citizens of the two border countries.¹³ Elyta conducted a theoretical study with empirical data using the theory of cross-border crime to examine security aspects in preventing cross-country drug smuggling.¹⁴

The emphasis of previous studies lies in the regional security landscape. Through a different perspective, this study aims to analyze the anatomy of policies in developing the border area between Indonesia and Papua New Guinea. The discussion in this study is divided into two major parts to achieve this goal. First, analyze the border area policy framework to photograph government institutions' policy architecture and division of authority. The second part of the study identified the inhibiting factors for implementing the policy. Identification of constraining factors allows the navigation of future policy priorities. This part is carried out with a scheme of describing the objectives of the current border area development policy and proposing an environmental policy-based development offer.

2 Materials and Methods

This study uses a qualitative research design to understand the problems in the development of the Border Area based on the conditions of reality or natural settings that are holistic, complex, and detailed. By the statement of Lune and Berg, qualitative research refers to meanings, concepts, definitions, characteristics, metaphors, symbols, and descriptions of things.¹⁵

In order to understand the background of border area management issues in depth, intact, holistic, intensive, and naturalistic; then case research is the leading choice compared to other types of qualitative research. The case study is a method that involves collecting sufficient information systematically about a particular person, social setting, event, or group to enable the researcher to understand effectively how the subject operates or functions.¹⁶

Based on the source, the data in this study can be classified into primary and secondary data sources. Primary data sources were obtained by observing the situation and condition of the Border Area and conducting interviews with a number of informants involved in the Border Area development policy. At the same time, secondary data sources are obtained by browsing documents related to the management of the Skouw Border Area in the form of textbooks, journal articles, laws and regulations, statistical reports, and other documents.

Per the permit for research and data collection Number 320/UN20.1.10/KM/2022, the informants in this study were classified into three types: policymakers, policy implementers, and target groups. Informants from policymakers included the Regional Government of Jayapura City and its staff involved in making Regional Regulations and Mayor Regulations and the Chairman of the Jayapura City DPRD as the legislative

¹² MANGKU, D. G. S; DIMASWARI, N. P. M. Problems in the Land Border Area Between Indonesia and Timor Leste. *Justitia Jurnal Hukum*, v. 5, n. 2, p. 143-151, 2021.

¹³ GUSTINA, Sukmawaty Arisa. Justice Law Enforcement of the Phenomenon of Dual Identity of Indonesian Citizens at the Indonesia-Malaysia Border. *DiH: Jurnal Ilmu Hukum*, v. 17, n. 1, p. 60-70, 2021.

¹⁴ ELYTA, Elyta. Drug Smuggling at the Entikong Border between Indonesia and Malaysia. *Andalas Journal of International Studies (AJIS)*, v. 9, n. 2, p. 100-115, 2020.

¹⁵ LUNE, Howard; BERG, Bruce L. *Qualitative research methods for the social sciences*. [S. l.]: Pearson, 2017.

¹⁶ LUNE, Howard; BERG, Bruce L. *Qualitative research methods for the social sciences*. [S. l.]: Pearson, 2017.

body involved in discussing the draft Regional Regulations. At the same time, the informant from implementing the policy was the Head of the Inter-State Border Section of the Regional Secretariat of Jayapura City. Finally, informants from the target group included the Head of Skouw Sae Village, Community Leaders in the Muara Tami District, and Traditional Leaders in the Muara Tami District.

Data collection techniques used in this study consisted of observation techniques, interviews, and documents. At the same time, the data analysis technique used in this study adapted the Miles and Huberman method, consisting of three stages.¹⁷ First, data reduction; At this stage, the data is reduced and changed to make it more accessible and understandable and to create various themes and patterns. Data reduction assisted this research in directing attention to focusing, simplifying, and transforming raw data into a more manageable form. The next stage is data display, conveying that data is presented as an organized, compressed collection of information that allows analytical conclusions to be drawn. Data views assist the research in understanding and observing specific data patterns or determining additional analysis or action to take. The data display process is a component of the analysis process. The last analysis activity is to draw conclusions and verify. This study uses triangulation, a technique for checking the validity of data that uses something other than the data for checking purposes or as a comparison of the data.¹⁸ In other words, researchers can re-examine findings by comparing them with various sources, methods, or theories.

3 Results and Discussion

3.1 General Description of the Research Object

The territory of Indonesia, which is directly adjacent to Papua New Guinea, is the Skouw area, Muara Tami District. This area is part of the territory of the Jayapura City government with a land border link. Muara Tami District has an area of 626.7 km² with six villages and two sub-districts. Muara Tami District is the district that has the farthest distance from the capital city of Jayapura, with a distance of 65 km to Jayapura City.

Table 1 - Geographical Conditions of Muara Tami District, Jayapura City

No	Village	An area Wide (km ²)	An Area Height (meter)	Distance to District (km)	Distance to City (km)
1.	Holtekamp Village	13,3	0-5	14	29
2.	Koya Tengah Village	45,6	0-5	2	41
3.	Mosso Village	32,7	0-10	13	65
4.	Skouw Mabo Village	87,7	0-7	12	33
5.	Skouw Sae Village	52,7	0-5	2	40
6.	Skouw Yambe Village	81,5	0-5	3	42
7.	Koya Barat Village	217	0-10	15	30
8.	Koya Timur Village	96,2	0-10	12	33

¹⁷ MILES; HUBERMAN. *Qualitative Data Analysis: a Sourcebook on New Methods*. Jakarta: UI Press, 1992.

¹⁸ MOLEONG, Lexy J. *Qualitative research methodology*. [S. l.]: PT Remaja Rosdakarya, 2021.

No	Village	An area Wide (km ²)	An Area Height (meter)	Distance to District (km)	Distance to City (km)
	Muara Tami District	626,7			

Fonte: Muara Tami District in Figures 2021¹⁹

Although it is the largest district in Jayapura City, Muara Tami District has the smallest population. In 2020 there were 13,325 people (around 4.39 percent of the population of Jayapura City) with a population density of 21.26 km². The residents who live in Muara Tami District are indigenous Papuans and non-Papuans, most of whom come from the island of Java. The indigenous Papuan people who live in the Muara Tami District consist of several tribes, namely Malo, Membilong, Palora, Awe and Kemo, Rolo, Patipeme, Ramela, Membilong, Pae, Nali, Mutang, Lomo, Reto, Palora, Sarmi, Serui, Yawa, and Nyao.

Overall, the spatial structure and public services in the Muara Tami District are sufficient to meet the community's basic needs daily. Most of the architecture of residential buildings in the Muara Tami District is livable, and most of the access roads have already been paved with asphalt. Institutional formations, formed by the government and according to custom, can be found in every village. There are Village Consultative Organizations and Traditional Consultative Organizations in each village. Meanwhile, at the district level, similar social institutions, such as cooperatives, also play an active role in the community.

Table 2 - Total Population of Muara Tami District, Jayapura City²⁰

No	Village	Ages			Total population	Household
		0-14	15-64	65+		
1.	Holtekamp Village	600	886	88	1574	460
2.	Koya Tengah Village	408	771	20	1199	421
3.	Mosso Village	209	376	15	600	78
4.	Skouw Mabo Village	342	527	37	906	155
5.	Skouw Sae Village	304	437	50	791	167
6.	Skouw Yambe Village	270	435	53	758	211
7.	Koya Barat Village	2478	4367	376	7221	2051
8.	Koya Timur Village	1699	3000	339	5038	1599
	Muara Tami District	6310	10799	978	18087	5142

The main livelihood of the Muara Tami people of Skouw village is agriculture. However, the reality is that migrants who are married and live there have two professions, such as civil servants who work as traders and traders who also work as farmers. The Skouw Border Area has enormous natural resources in the form of conversion and protection forests, national parks, and production forests with an area of around 9,500,000 Ha. The forest stretching along the border is almost entirely untouched or exploited except in a

¹⁹ JAYAPURA CITY CENTRAL BUREAU OF STATISTICS. *Muara Tami District in Figures 2021*. 2021. Available from: <https://jayapurakota.bps.go.id/publication/2020/09/28/28fb411636b5181ea184b26b/kecamatan-muara-tami-dalam-angka-2020.html>. Access in: 12 Dec. 2022.

²⁰ JAYAPURA CITY CENTRAL BUREAU OF STATISTICS. *Muara Tami District in Figures 2021*. 2021. Available from: <https://jayapurakota.bps.go.id/publication/2020/09/28/28fb411636b5181ea184b26b/kecamatan-muara-tami-dalam-angka-2020.html>. Access in: 12 Dec. 2022.

few locations developed as conversion forests. The mainstay commercial timber forest products are Merbau, Matoa, Agathis, and Linggua. In comparison, the non-timber products widely used by the community include agarwood, gambier skin, yellow rope, rattan, bamboo, eucalyptus, and types of orchids.

The Skouw Border Area is also rich in potential flora and fauna, where there are 20,000 to 30,000 species of plants, 330 species of reptiles and amphibians, 650 species of birds, 164 species of mammals, and 750 species of butterflies. The types of fauna widely used by the community for their daily needs include crocodiles, leatherback turtles, Arowana fish, deer, snakes, and various birds. In addition to forest resources, this area also has a relatively large potential for water resources from the rivers that flow along the border. Likewise, mineral and metal content in undeveloped soil, such as copper, gold, and other metals, have high economic value.

In general, the knowledge and skills of human resources in Muara Tami District are still lagging in quality and quantity, especially among the people in the Skouw Border Area. One of them is the lack of accessibility and educational facilities. Educational facilities in Jayapura City are quite adequate and have supported the learning process from Kindergarten to Higher Education. However, access to educational facilities and infrastructure in the Skouw Border Area is insufficient. Likewise, health services for the community are not yet optimal due to the lack of availability of health facilities, especially medical personnel who are reluctant to serve in remote areas.

3.2 Border Area Development Framework

Border areas have strategic value in supporting the success of national development with seven functions.²¹ First, as a strategic military function or sea, land, and air defense system against external threats. Second, the economic function includes controlling the flow of capital, trade between countries, foreign investment, movement of goods between countries, and providing a benchmark for a country to explore natural resources legally. Third, the constitutive function becomes full sovereignty over the territorial area of the state as determined by the existing borders. Fourth, the function of national identity binds communities within the state's territory emotionally based on shared experiences and history. Fifth the function of national unity and integrity. It is usually through a combination of jargon and symbols with territorial and border concepts. Sixth, the function of nation-state development is to determine how the nation's history was formed, acceptable symbols, and determine normative and cultural shared identity. Lastly is achieving domestic interests to provide geographic boundaries for state efforts to achieve national interests in the political, social, economic, educational, infrastructure development, and energy conservation fields.

Referring to Johnson and Jones, there are three main issues relating to managing border areas in Indonesia.²² It is problems related to establishing boundaries, including allocation, delimitation, and demarcation, both on land and at sea; border area security issues; and border area development issues. Apart from the policies and programs for border area development by the Central Government mentioned above, there are also policies and programs of the Jayapura City Regional Government in the 2018-2022 RPJMD which is one of the missions of the Jayapura City Regional Government: "Embodying Nawacita in Regional Development". The regional development program in question is the State Cross Border Post (PLBN) optimization program in the Muara Tami District. The performance indicator is the provision of adequate facilities and infrastructure. The Regional Apparatus Organization that is implementing it is the Inter-State Boundary Section, Regional Development Planning Agency.

²¹ SUBAGIYO, A.; DWIPROBORINI, F; SARI, N. Development of Indonesia-Papua New Guinea border, Muara Tami District, Jayapura City through agropolitan concept. *In: IOP Conference Series: Earth and Environmental Science*. [S. l.: s. n.], 2017.

²² JOHNSON, Corey; JONES, Reece. The biopolitics and geopolitics of border enforcement in Melilla. *Territory, Politics, Governance*, v. 6, n. 1, p. 61-80, 2018.

The division of government authority is regulated in Law no. 43/2008 concerning State Territory, as stated in article 10 includes policies on the management and utilization of state territories and border areas, negotiations with other countries regarding the determination of state boundaries in accordance with statutory provisions and international law, making territorial boundaries, data collection and naming islands and archipelagos as well as other geographical elements, permits for international flights and crossings to cross the territory on routes specified in laws and regulations, supervision in additional zones needed to prevent violations and punish violators of laws and regulations in the field of customs, fiscal, immigration, or sanitary within the territory of the country or territorial sea, determination of airspace that is prohibited from being crossed by international flights for defense and security, manufacture and renew region country map, and submit it to the House of Representatives at least once every 5 (five) years, the last is to maintain the integrity, sovereignty and security of the State Territory and border areas.

In addition to the authorities mentioned above, the Government is obliged to determine the cost of developing border areas and may assign Regional Governments to exercise their authority in the context of co-administration tasks by statutory regulations. In this case, the distribution of authority at the provincial level is regulated in Article 11 of Law no. 43/2008. It includes setting Government policies and establishing other policies in the framework of regional autonomy and assistance tasks. Then, coordinating the implementation of development tasks in border areas, carrying out the development of border areas between Regional Governments or between Regional Governments and third parties, and supervising the implementation of border area development carried out by the Regency/City Government. In order to implement this authority, the Provincial Government is also obliged to determine the cost of developing border areas.

In the following hierarchy, the authority of the Regency/Municipal Government is regulated in Article 12. It includes implementing Government policies and establishing other policies in the framework of regional autonomy and co-administration. Then, guarding and maintaining boundary markers, coordinating in the context of carrying out development tasks in their territory, and carrying out the development of border areas between Regional Governments or between Regional Governments and third parties. In order to implement this authority, the Regency/Municipal Government is also obliged to determine the cost of developing border areas.

The management of border areas in Indonesia is still under the Central Government's authority through the BNPP based on Presidential Regulation Number 12 of 2010 concerning the National Border Management Agency (BNPP), as amended by Presidential Regulation Number 44 of 2017. The establishment of the BNPP is intended to manage border areas more focused, synchronously, and coordinated and is at one management gate.²³ BNPP membership consists of Ministries, Non-Ministerial Government Agencies, Provincial Governments, and Regency/City Governments. Through this coordination, it is hoped that it can strengthen and streamline the tasks of each Ministry or Non-Ministerial Institution and Regional Government in managing border areas in an integrated and integrated manner.²⁴ This agency coordinates Ministries, Non-Ministerial Government Agencies, Provincial Governments, and District/City Governments to develop border areas. Thus, the problem of coordination between departments and a more precise division of authority can be accommodated. BNPP uses three approaches in managing border areas, namely the approach of security, welfare, and environmental sustainability.

The preparation of the Master Plan for the Management of State Borders by BNPP is carried out every five years. It is intended as an instrument to integrate development programs based on regional approaches in a directed, gradual and measurable manner. It also serves as a guideline and reference for all ministries and non-ministerial and regional institutions in formulating and establishing policies and programs for managing

²³ MANGKU, Dewa Gede Sudika. The Role of the National Border Management Agency (BNPP) in Maintaining the Territorial Sovereignty of the Unitary State of the Republic of Indonesia. *Jurnal Ilmiah Ilmu Sosial*, v.4, n.2, p.167–174, 2018.

²⁴ MANGKU, Dewa Gede Sudika. Settlement of Land Border Disputes in the Bidjael Sunan – Oben Segment Between Indonesia and Timor Leste. *Jurnal Ilmiah Pendidikan Pancasila Dan Kewarganegaraan*, v. 5, n. 2, p. 252-260, 2020.

border areas. At least until now, 15 laws and regulations are related to developing border areas. The Jayapura City Government also has a policy regarding developing the Skouw Border Area in the Muara Tami District of Jayapura City, which is regulated in Jayapura City Regional Regulation Number 5 of 2017 concerning the 2018-2022 Regional Medium Term Development Plan.

If we look at the provisions of Law Number 43 of 2008, the Government, Provincial Governments, and Regency/City Governments are given the authority to regulate the management and utilization of state territories and border areas. It is per the contents of Minister of Home Affairs Regulation No. 2 of 2011, which instructs the government to form a Border Management Agency in the Regions. However, in subsequent developments, in 2017, the Regional Border Management Agency was disbanded. The Jayapura City Government no longer has Regional Apparatus Organizations or technical institutions carrying out border management affairs. All matters in the border area management are part of the duties and functions of the Regional Secretariat of the City of Jayapura, which is attached to the Inter-State Boundary Sector.

3.3 Border Area Development Approach

The current border area development policy uses three approaches; safety, welfare, and the environment. The Deputy Mayor of Jayapura emphasizes it in the following interview:

The regional Government has received an understanding from the Central Government regarding the border program policy in developing border areas using three approaches, namely first, security, government policy which has been implemented for a long time so that the TNI is also included in the BNPP coordination circle taking the biggest role. Second, welfare, the welfare approach, and the role of the Government represented in BNPP activities. Third, the environment is a new approach introduced to accompany the previous approach, namely paying attention to the sustainability of the border environment. "Based on the three approaches, the regional government will make appropriate policies for the Muara Tami District border areas.

The Government's understanding of these three approaches was also expressed by the Chairman of the Jayapura City DPRD in the following interview:

The border program policy in developing border areas, especially in Jayapura City, already has provisions from the central Government in the form of approaches in the fields of security, welfare and the environment. "With these provisions, the Jayapura City government will determine appropriate policies in the border area.

Based on these arguments, the main highlight of this research is the last approach, namely the ecological aspect. Environmental conservation is a newly introduced approach to accompany the previous two approaches. This approach seeks to maintain environmental sustainability and minimize the impact caused by development activities in border areas which are the gateways for economic and trade activities with neighboring countries.

From a security perspective, the government's policy of prioritizing security forces has long been implemented. It is supported by the most prominent role of the TNI, which is also included in the BNPP coordination circle. TNI accommodates defense and security in two dimensions: traditional and non-traditional. In traditional defense, the TNI presents a task force to secure and guard the border area. Meanwhile, for non-traditional defense, the TNI carries out various programs that help the community's welfare through the TNI Enters the Village program. Defense and security policies and community welfare can be directed to stimulate development and accelerate the development of border areas.²⁵

Based on interviews with the Deputy Mayor and Chairperson of the Jayapura City DPRD, the local government has obtained an understanding from the central government regarding the Border Program Policy in developing border areas using three approaches. These approaches are contained in the Regulation of the National Border Management Agency Number 4 of 2021 concerning the 2021 Action Plan for the Ma-

²⁵ MURADI, Muradi. Management of Indonesian Border Security. *CosmoGov*, v. 1, n. 1, p. 25-34, 2017.

agement of State Boundaries and Border Areas. First, the security approach has long been implemented; the TNI is also included in the coordination circle of the BNPP, taking the most prominent role. Second, the welfare approach, a manifestation of the government's role in BNPP activities, is integrated with this approach. Third, the environmental sustainability approach, an approach that pays attention to the environmental sustainability of the border.

However, since the formation of the BNPP, the role of local governments has been cut directly and has resulted in weak local government involvement in designing border area development policies. Currently, as a place for coordination between the Central Government and Regional Governments in terms of managing state borders, it is stipulated in the new OPD Perda, the Regional Secretariat Administration Section, as the Border Management Bureau in the Regions. It is as stipulated in the Circular of the Minister of Home Affairs Number 188/3779/SJ dated 11 October 2016 concerning Guidelines for Approval of Regional Regulations concerning Regional Apparatuses and Government Regulation Number 18 of 2016 regarding Regional Apparatuses. With these two regulations, the Jayapura City Government reorganized its regional apparatus organization, including matters of border area management delegated to the Jayapura City Regional Secretariat; in this case, the executor is the Inter-State Border Section. Thus, approaches to development in border areas are the central authority, and the Jayapura City government does not yet have clear guidelines. The local government has not designed a specific policy for the environmental sustainability approach with this concept.

Based on observations and research interviews, the city government and local people who live in the Muara Tami District of Jayapura City are very enthusiastic about supporting the development program in the Skouw Border Area. The central government should embrace the public policy subsystem, especially those who are the target group involved in area protection. One of them is seen in the community's support for the United Village Development Army (TMMD) program. Community enthusiasm for the development of border areas goes hand in hand with the hope of increasing welfare.

3.4 Factors Inhibiting Border Area Development Policy

In this section, the discussion covers the inhibiting factors in implementing border area development policies. Based on the research results, the implementation of the development area development policy as stated in the regulations has not been carried out correctly. Factors that have become obstacles in encountered. Those that have not been resolved in the development of the Skouw Border Area in the Muara Tami District, Jayapura City, include the limited authority of the Jayapura City Regional Government to create and implement activity programs in the management of the Border Area. Then the lack of access to communication and transportation in several remote areas hampers investors' opportunities to develop their businesses. However, communication facilities and infrastructure is a crucial issue that determines the direction of development of a region.

Furthermore, security issues are the inhibiting factor for policies in the border area. This issue generally triggers the reluctance of incoming investment in border areas. Even though the potential of natural resources in the Skouw Border Area opens up broad investment opportunities for investors. The perception that the Skouw Border Area is a hotbed of rebels has made investors less interested. This perception is supported by weak law enforcement against perpetrators of criminal acts and illegal activities that exploit natural resources in the Skouw Border Area. This investigation shows the need for more severe and focused efforts to handle territorial security with an adequate layer of security.

Finally, local government authority is lacking in planning aspects of border area policies. When reviewing the contents of Law Number 23 of 2014 concerning Regional Government, each region has the authority to regulate its administration. This argument is based on the fact that local governments better understand the needs and conditions of their territory. However, the fact is that the Regional Government of Jayapura

City does not have the authority to make programs to manage border areas. As Deputy Mayor of Jayapura, in the following interview:

Currently, apart from carrying out the main tasks of government affairs, the border section's other task is only as a border management secretariat; it does not have the authority to develop border areas. The Border Section can only coordinate with the central government regarding borders. For development at the border, the Regional Government can only wait for programs and policies from the central government, in this case, the National Border Management Agency.

The Head of the Inter-State Border Section of the Jayapura City Regional Secretariat also expressed the same thing in the following interview:

The Border Section, as the secretariat for managing border areas, does not have the authority and duties to implement border area development policies. "Our task as the border management secretariat by the Mayor's Regulation (Perwalkot) is only to facilitate the implementation of border area management and coordination with the central government or BNPP.

The informants' arguments show that the development of border areas is guided by central government policy. On the other hand, the role of local government in action is questionable because it is limited to a facilitator function. Thus, a policy orientation based on the bottom-up needs to be crucial for sustainable development. The development of border areas by prioritizing environmental aspects should involve local governments not only at the implementation level but also at the policy formulation level. Wu proposed a policy-led approach to facilitate the development of border areas as the right step to integrate socio-economic and ecological aspects in a sustainable development framework.²⁶ Socio-economic-based development policies in border areas will significantly impact economic growth, household income, and income from the production sector.²⁷ The policy-based approach is expected to become a recommendation for planning aligned with sustainable development, addressing issues that hinder development and enhancing organizational competitive advantage across borders.

4 Conclusions

Based on the research results, the development of environment-based border areas is the main issue of border area management problems. This problem occurs because of obstacles in implementing policies consisting of policy instrument factors and the authority of policy stakeholders. In Law no. 43/2008, authority at the provincial level includes setting Government policies and establishing other policies in the context of regional autonomy and co-administration and coordinating the implementation of development tasks in border areas, carrying out the development of border areas between Regional Governments or between Regional Governments and third parties, and supervising the implementation of border area development carried out by the District/City Government. Meanwhile, the authority of Regency/Municipal Governments includes implementing Government policies and establishing other policies in the context of regional autonomy and co-administration, guarding and maintaining boundary markers, coordinating the implementation of development tasks in border areas within their territory, and carrying out the development of border areas between Regional Governments or between the Regional Government and a third party.

The management of border areas in Indonesia is still under the Central Government's authority through the National Border Management Agency (BNPP) based on Presidential Regulation Number 12 of 2010 concerning the National Border Management Agency (BNPP), as amended by Presidential Regulation

²⁶ WU, Chung-Tong. Cross-border development in a changing world: Redefining regional development policies. *Contributions in Economics and Economic History*, v.2, p.21–38, 2001.

²⁷ BAKCE, Djaimi; SYAHZA, Almasdi; ASMIT, Brilliant. Economic Development of the Inter-State Border Region in Riau Province. *Unri Conference Series: Agriculture and Food Security*, v. 1, p. 182-189, 2019; SURATMAN, Eddy. The Impact of Border Area Development Policy on West Kalimantan's Economic Performance: Simulation Analysis with the Social-Economic Balance System Approach. *Jurnal Ekonomi Dan Pembangunan Indonesia*, v. 5, n. 1, p. 35-60, 2004.

Number 44 of 2017. Since BNPP was established, there has been a reduction in the role of local government directly and leading to weak local government involvement in policy design

When reviewing the contents of Law Number 23 of 2014 concerning Regional Government, each region has the authority to regulate its administration. This argument is based on the fact that local governments better understand the needs and conditions of their territory. Therefore, a policy orientation based on the bottom-up needs to be crucial for sustainable development. The development of border areas by prioritizing environmental aspects should involve local governments not only at the implementation level but also at the policy formulation level.

The results of this research are expected to enrich knowledge and contribute to the development of policy theory and science, as well as the development of research fields related to implementing border area development policies. The results of this research are expected to be input for thought and consideration for the central government as a policy maker to involve local governments in planning and implementing policies. In addition, further research needs to explore the development of local government policies and authorities in border areas.

Competing interests

There is no conflict of interest to declare.

Funding

The authors have no financial support for this work

Data availability statement

The author confirm that the data supporting the findings of this study are available within the article.

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