

Asymmetric Policy of Border Area Development in Indonesia (Joko Widodo-Jusuf Kalla Government Period)

Rusdiyanta, M.Si¹ dan Bambang Pujiyono, MM, M.Si¹

Faculty of Social and Politics, Universitas Budi Luhur, Jakarta

rusdiyanta@budiluhur.ac.id¹ and bambang.pujiyono@budiluhur.ac.id¹

ABSTRACT

The condition of the border areas in Indonesia is largely isolated, lagging, poor, and backward so as to require an affirmative and innovative development policy. This study discusses the asymmetrical policy of Jokowi-JK government in the development of border areas in Indonesia. Most of the border areas are Underdeveloped Regions, so a symmetrical or special policy is required so that the development of border areas is not left behind with other regions or other countries. The implementation of the policy was carried out with the development of infrastructure and basic social services for the community as well as financial distribution, implementation of specific policies and arranging the formation of New Autonomous Region (DOB) in welfare-oriented border areas. This asymmetric policy encourages accelerated development in border areas so as to improve the human development index.

Keywords: asymmetry policy, acceleration growth, border area

Introduction

Since Indonesia became independent on August 17, 1945, development in the state border area has not been much felt by the community. During this time the border area is only seen as a security belt (security belt), backyard country, isolated and marginalized. The security approach is the dominant approach, while the welfare of society is neglected. However, since the passing of Law No.17 / 2007 on the National Long Term Development Plan (RPJPN) 2005-2025, border development has become one of the priorities. In addition, new border management paradigm is formulated (a) border areas will be developed by changing the direction of development policies that tend to be oriented inward-looking to be outward-looking so that it can be used as a gateway for economic and trade activities with neighboring countries.) approach to development, in addition to using a security approach, is also a welfare approach, with special attention directed to the development of small islands on the border that have been overlooked, and (c) from the backyard to the front page of the country, become a nationwide storefront.

The border management aims to (a) maintain the integrity of the Unitary Republic of Indonesia through the establishment of the sovereign rights of NKRI guaranteed by International Law; (b) improving the welfare of local communities by exploring the economic, social and cultural

potential and the geographic advantage of strategic locations to connect with neighboring countries. In addition, to improve the economic competitiveness of communities in an international context.(Mawardi, 2010, Grand Design BNPP, 2011). The construction of border areas is part of the border management.

Based on this background, then the problem in this research is how to implement asymmetric policy in border area development in Indonesia?

Literature Review

Definition Asymmetry Policy

The meaning of asymmetric policy is the degree of measure or different treatment measures in the interaction between the Central Government and the Region with the aim of as a glue to maintain political stability and territorial integrity of the country (Veljanovski, 2010). In terms of political science and governance, the pattern of regulation is not comparable between decentralization or federalism called asymmetrical decentralization, asymmetrical devolution or asymmetrical federalist, or in general asymmetrical intergovernmental arrangement (Permatasari, 2014). The form of dispersion of power which is asymmetrically patterned, principally to overcome the dual basic things of a country namely political issues including uniqueness and cultural differences; and technocratic-managerial issues, namely the limitations of a region in carrying out the basic functions of government. The reason the government imposes an asymmetric policy is to efficiency the state budget, bring the local government closer to facilitating basic public services and socio-economic development, and respect for the constitution recognizing the characteristic differences within a country. Asymmetric means providing special treatment and different from other areas that are not border areas. The objectives of the asymmetric decentralization policy are to protect Indonesia's national interests, strengthen Indonesia's economic competitiveness globally, and assist in areas where governance capacity has not been sufficient in providing public services, strengthening national integration and improving the welfare of the people.

Asymmetric policy is divided into three levels: political asymmetry, administrative asymmetry, and fiscal asymmetry. Political asymmetry takes the form of asymmetric decentralization prevalent in a unitary state but regulates different patterns of behavior toward a particular entity for non-economic reasons, such as political, historical, cultural, religious, and so on. Administrative asymmetry in the form of differences in competence and capacity of local governments in carrying out its affairs, as well as different forms of interaction between the center and the region. While fiscal asymmetry is the most advanced level of asymmetric decentralization because it has entered the financing dimension of development. Fiscal asymmetry falls within the sphere of differential treatment in the authority of local revenue withdrawals in the form of taxes and non-taxes, as well as local spending within the framework of development implementation (Veljanovski, 2010). Referring to the thinking of Jim Champy (in Frances Hesselbein et al, 1997); it is actually possible for Government Institutions to conduct reengineering, which is to change the work patterns of institutions; not necessarily resting on function, but following processes that can cross functional boundaries.

Asymmetric policy is an innovation policy. Innovation is the process of introducing new methods or ideas or creating changes or improvements. Asymmetric policies and innovations

have similar characteristics, ie contextual, anti-mainstream, out-of-the-box, and not the usual activities. Both have the goal of solving problems and offering new benefits for internal and external stakeholders. One technique in innovation is modification, and the essence of asymmetric policy is modification of the symmetrical pattern (Utomo, 2015)

When examined, asymmetric terminology attaches much to the concept of decentralization, not to the concept of policy. Because in fact related to the level of different degrees of authority delegated central government to the local government. Asymmetric policy terminology arises in Indonesia against the need for special treatment not only within the scope of authority, but also what technical treatment should be given to the policy object. In this context, the policy object is the development of border areas.

Border Area Development Approach

In an economic perspective, development is a process to improve the quality of life and capability by raising the level of life, self-esteem, and freedom (Todaro, 2015). Development is done to improve the living standard of a nation is often measured by high low income and increased productivity. Development as a process extends the real freedom that people enjoy. AmartyaSen (2001). According to Dedy T. Tikson (2005), development is a deliberate economic, social, and cultural transformation through policies and strategies in the desired direction. Transformation in the economy for example can be seen from the increase or growth of production, social transformation can be seen from the distribution of prosperity through equitable access to social-economic resources, while cultural transformation is often associated with the rise of nationalism and nationalism, in addition to changes in values and norms adopted by society. Development as a physical reality, as well as the determination of a society to try as hard as possible through a series of social, economic, and institutional processes in order to achieve a better life (Todaro, 2015). The core values of development are sustenance, self-esteem, and freedom. Sustenance is intended as the ability to meet basic needs. Self-esteem is concerned with feeling worthy and self-worth, not being used as a tool by others for their purposes. Freedom is free from slavery to being able to vote. (Todaro, 2015).

To undertake the development of border areas, according to Wu (2001: 22-33), there are at least 3 (three) sustainable approaches in order to develop the area. These approaches are developments that are preceded by infrastructure planning and development, investment in the private sector, and policy development programs.

1. Infrastructure-Led Development.

In this approach, planning prioritizes infrastructure development as an investment before economic activity begins. Governments and planning agencies are involved to have a significant economic impact. This approach is done by reason of geographically isolated and isolated locations, or political reasons or security reasons that do not develop.

2. Investment-Led Development.

This approach prioritises the private sector in the border area, although many are usually preceded by the small and medium-sized private sector or more dominant small-scale businesses.

3. Policy-based development.

This approach prioritizes programs aimed at facilitating the development of border areas for superior competitiveness and economic complementarity.

Research Methodology

This study used a qualitative approach with explanative research type focused on the implementation of asymmetric policies in the development of border areas in general. The data used are secondary data, ie in the form of various similar research and related legislation. The collected data is analyzed by content analysis technique or its content, by looking at the deep meaning of each data collected then compare and link it to answer the problem of this research.

Results and Discussion

Asymmetry Policy of President and Vice President Jokowi-JK

The Unitary State of the Republic of Indonesia (NKRI) is an archipelagic state with a total of 17,504 large and small islands, extending from 94° BT-141° BB and 6° LU-11°LS with coastline length \pm 80,290 km. Indonesia's land borders with 3 countries, namely Malaysia, the Democratic Republic of Timor Leste (RDTL) and Papua New Guinea (PNG), with a state boundary of 3,130.26 km consisting of RI-Malaysia: 2,040, 10 km, RI-RDTL: 268, 80 km, and RI-PNG: 821,36 km. while in the sea is bordered by 10 countries namely India, Thailand, Malaysia, Singapore, Viet Nam, Philippines, Republic of Palau, PNG, Australia, and RDTL.

The condition of NKRI must be managed well in order to achieve the national interest. The management of state border covers two aspects, namely the aspect of border area management and border area development aspect (frontier). In relation to the development aspect of border area, the most prominent issue is the weakness of basic infrastructure of isolated opening, infrastructure of supporting the people's economy, basic social service infrastructure, PLBN infrastructure, spatial planning; and potential land and sea areas, and PKSN and LOKPRI sub-districts. The complexity of border issues is considered important to get special treatment because it is the front page of the country and the National strategic area (KSN). KSN is an area where spatial planning is prioritized because it has a very important national influence on state sovereignty, defense and state security, economic, social, cultural, and / or environment, including areas designated as world heritage.

To overcome these problems, the National Medium-Term Development Plan (RPJMN) 2005-2009, RPJMN 2010-2014 and RPJMN 2015-2019 actually have emphasized the development of border areas as a priority, but all are still macro. But the period of Jokowi-JK Government, launched Nawacita, which is nine priority agenda to build Indonesia. The third point is 'to build Indonesia from the periphery by strengthening the regions and villages within the framework of the unitary state. This provides new hope for the development of border areas, outermost, lagging and isolated. The third point of the nawacita "building from the periphery" is also the foundation for the start of asymmetric decentralization policy. This policy is oriented towards equitable regional development, especially in eastern part of Indonesia and reduction of economic inequality in society. Therefore, there are five directions asymmetric decentralization policy that is 1) strengthening the governance and improving the quality of local government; 2) Village and Rural Development; 3) Development of Underdeveloped Regions; 4) Development

of border areas; and 5) Arrangement of New Autonomous Region (DOB) for the welfare of the community.

Jokowi-JK's administration, the policy direction of border area development 2015-2019 is to accelerate the development of border areas in various fields, especially economic, social and security improvement, and place the border area as the gate of economic and trade activity with neighboring countries in an integrated and insightful environment. To accelerate the development of the border areas, the following development strategies are adopted: (1) Development of the economic growth center of the state border area; (2) Developing reliable human resources (HR) and utilizing knowledge and technology (Science and Technology); (3) Building connectivity; (4) Open access; (5) Building energy sovereignty on the Kalimantan border, and telecommunication sovereignty and information; (6) Transforming institutions across borders, (7) Improving the quality and quantity, as well as standardization of defense facilities; (8) Confirmation of state borders; (9) Accelerate the settlement of cross-border citizenship status; (10) Increasing the flow of import-export trade; (11) Improve the quality of arrangements, fostering the utilization, and supervision of spatial plans; (12) Implementing asymmetric decentralization policy; (13) Implementing special policies and arranging the formation of New Autonomous Region (DOB); (14) Reforming public services.

To accelerate the development of border areas, then in the RPJMN 2015-2019 has formulated 14 development strategies. There are two asymmetric strategies, namely the 12th strategy "Implementing the asymmetric decentralization policy for the state border area in providing public services (basic infrastructure and basic social infrastructure) and financial distribution", and the 13th "Applying a special policy and arranging the formation of Autonomous Region New (DOB) in welfare-oriented border areas through coaching, monitoring and evaluation. This asymmetric policy becomes the foundation of BNPP in carrying out the mandate of border area management. The asymmetric policy interpretation of border management in RPJMN 2015-2016 is formulated in the Master Plan of Border Management and Border Area 2015-2019.

Implementation of asymmetric policies should start from the planning stage, development implementation and development evaluation. But now some areas in the border region have not felt asymmetric in the development of border area. Development planning mechanisms in Indonesia prioritize Development Deliberations from the regional level (villages, sub-districts, districts and provinces) to the national level. Areas in particular the border area feel no special treatment for planning in the border area. The approach used in planning is the same, ie all proposals are brought from the village level to the provincial level to then enter the national-scale discussion. Proposal discussions are conducted on a regular basis except at the national level by providing border-specific desks within the Border National Priorities.

The central government has provided a special space with the National Priority Border Area as a forum to discuss the proposed border area development. However, not a few of the proposals that come into the National Priorities are proposals for non-border areas. National Priorities of Border Areas need to be socialized and coordinated at the local level by the central government so that LGs can understand that specifically for development in border areas, the proposed proposal is a proposal recommended by the Border Management Agency as the coordinator for the development of border areas in the region. Other proposals from local governments located outside the priority sites may be included in other National Priorities. This

is one of the asymmetric forms in the border area by providing a special space for proposed development in the border area.

Implementation of Asymmetry Policy

Implementing a symmetrical policy between border areas and other areas is an ahistorical and anachronistic or unsuitable policy (Utomo, 2016). Naturally, the region has a material household affair that distinguishes it from non-border areas. The border area also has special characteristics, so it does not apply formal household affairs (concurrency affairs). With that argument, the asymmetric policy becomes an alternative for acceleration (Sethuramalingam et.al 2014) of border area development. Asymmetric policy is implemented through political strategy in the form of transfer of authority / power, economic strategy through fiscal and fiscal balance, and cultural strategy to realize the principle of diversity in unity or unity in diversity.

1. In the reign of JokoWidodo-JusufKalla, the development of border areas is directed to the development of border areas infrastructure, enhancing the security of border areas as the country's yard, and improving the welfare of border areas by increasing the provision of social and economic facilities. If the previous policy of border area management tend to be linear or symmetrical, then the reign of JokoWidodo-JusufKalla is more asymmetrical. To that end, the government does an integrated planning through the following program: (Bappenas, 2015).
2. Development of 10 National Strategic Area and Cross-border Trade Centers,
3. Opening Priority Sites, improving facilities and infrastructure, improving human resources, and border economies.
4. Establishment of 7 Integrated Cross Country Border Posts
5. Security of land, sea and air border
6. Improving the quality of diplomacy and cooperation of state borders.

According to the researcher, the government policy of JokoWidodo-JusufKalla tends to prioritize the development of border area infrastructure (Wu, 2001). Implementation of this policy is set forth in Presidential Instruction No.6 of 2015 on the Acceleration of the Development of 7 Integrated Cross Boundary Squares and Supporting Infrastructure Facilities. In addition, the construction of parallel road parallel to the borderline of Indonesia-Malaysia in Kalimantan along the 1900 km as well as arterial road connecting the border with the Capital District. This development is expected to encourage economic growth because it can reduce the isolation and build connectivity between regions. If the analogy between sugar and ants, then the development of economic and social infrastructure is encouraging the presence of migrants to trade to the border region. Society no longer meet the needs of life to other countries, but can be met from within the country. This infrastructure development approach is similar to the development of the border area between Hongkong-Shenzhen. This is a form of welfare approach, because building infrastructure is expected to boost economic growth. In turn the border community benefits from being prosperous. Fulfilled the needs of his life, especially the basic needs of society such as eating, shelter, clothing, health, education, electricity, clean water, and as. Because if the border community is not prosperous, it will encourage crime and social

conflict in turn would disrupt security in the border region. Thus, the approach to welfare and security must be run in tandem like border management in India.

Conclusion

According to the researcher, the government policy of Joko Widodo-Jusuf Kalla tends to prioritize the development of border area infrastructure (Wu, 2001). Implementation of this policy is set forth in Presidential Instruction No.6 of 2015 on the Acceleration of the Development of 7 Integrated Cross Boundary Squares and Supporting Infrastructure Facilities. In addition, the construction of parallel road parallel to the borderline of Indonesia-Malaysia in Kalimantan along the 1900 km as well as arterial road connecting the border with the Capital District. This development is expected to encourage economic growth because it can reduce the isolation and build connectivity between regions. If the analogy between sugar and ants, then the development of economic and social infrastructure is encouraging the presence of migrants to trade to the border region. Society no longer meet the needs of life to other countries, but can be met from within the country. This infrastructure development approach is similar to the development of the border area between Hongkong-Shenzhen. This is a form of welfare approach, because building infrastructure is expected to boost economic growth. In turn the border community benefits from being prosperous. Fulfilled the needs of his life, especially the basic needs of society such as eating, shelter, clothing, health, education, electricity, clean water, and as. Because if the border community is not prosperous, it will encourage crime and social conflict in turn would disrupt security in the border region. Thus, the approach to welfare and security must be run in tandem like border management in India.

References

- Arifin, Saru., "Migrasi Penduduk dan Implikasinya Terhadap Hankam di Wilayah Perbatasan Kalbar-Serawak, Malaysia", *Jurnal Masalah-Masalah Hukum*, Undip, Jilid 40 No. 2 April 2011.
- _____. "Trans Border Cooperation Between Indonesia-Malaysia and its Implication to The Border Development", in *International Journal of Business, Economic and Law*, Vol.1, 2012
- _____. 2013. "Cross Border Approach sebagai Alternatif Kebijakan Pembangunan Kawasan Perbatasan". *Jurnal Hukum IUS QUIA IUSTUM*. No.1 Vol. 20 Januari
- Bangun, Budi Hermawan. "Membangun Model Kerjasama Pengelolaan Perbatasan Negara di Kalimantan Barat-Sarawak (Studi Perbandingan)", dalam *Jurnal Masalah-Masalah Hukum FH UNDIP* Jilid 43 No.1 Januari. 2014.
- Hasibuan, Afriadi Sjahbana, "Revitalisasi Pengembangan Wilayah Sebagai Upaya Percepatan Pertumbuhan Ekonomi Wilayah Perbatasan". Disampaikan pada Workshop Percepatan Pertumbuhan Ekonomi Wilayah Perbatasan, diselenggarakan DITJEN BANGDA Kementerian Dalam Negeri, tanggal 20 Juni 2011. Jakarta.
- Hesselbein, Frances, Marshal Goldsmith & Richard Bechard (editor). 1997. *The Organization of the Future*. Alih Bahasa Ahmad Kemal. PT. Elexindo, Yogyakarta.

- Moeldoko. 2013, “Kebijakan dan Scenario Planning Pengelolaan Kawasan Perbatasan di Indonesia (Studi Kasus Perbatasan Darat di Kalimantan)”, *Disertasi S3, Ilmu Administrasi Publik, FISIP, UI*
- Permatasari, Ane. “Otonomi Khusus Daerah Perbatasan, Alternatif Solusi Penyelesaian Masalah Perbatasan di Indonesia”, *Jurnal Media Hukum UMY*, Vol.21 No.2 Desember 2014
- Tikson, Deddy T. 2005. *Keterbelakangan & ketergantungan: teori pembangunan di Indonesia, Malaysia, dan Thailand.*
- Todaro, Micahel & Stephen C. Smith. 2015. *Economic Development*. 12th Edition. Person, Boaton.
- Veljanovski, A.M. 2010. “The Model of Asymmetric Fiscal Decentralization in The Theory and The Case of Republic Macedonia”. *Iustianianus Primus Law Review*, Vol.1 No.1.
- Sethuramalingam.T.K and Nagaraj.B, “A Comparative Approach on PID Controller Tuning Using Soft Computing techniques”, *International Journal of Innovations in Scientific and Engineering Research (IJISER)*, ISSN: 2347-971X (online), ISSN: 2347-9728(print), Vol.1, no.12, pp.460-465, 2017, <http://www.ijiser.com/>.
- Utomo, Tri Widodo. 2016. “Asymmetric Policy sebagai Inovasi Akselerasi Pembangunan Perbatasan Negara”, *Workshop Nasional “Kupas Tuntas Kebijakan Asimetris di Perbatasan Negara”*, oleh Kementerian PPN/Bappenas, 10 Agustus 2016.
- Wu, C.T., “Cross-border Development in a Changing World: Redefining Regional Development Policies”, dalam David W. Edgington et.al. (peny.). *New Regional Development Paradigm*. Vol.2, hal.21-36. Greenwood Press, London.
- UU No.23 tahun 2014 tentang Pemerintahan Daerah
- UU No. 33 tahun 2004 tentang Perimbangan Keuangan Pusat dan Daerah
- UU No. 17 Tahun 2005 tentang Rencana Pembangunan Jangka Panjang Nasional
- UU No. 43 tahun 2008 tentang Wilayah Negara
- Peraturan Presiden No. 5 tahun 2010 tentang Rencana Pembangunan Jangka Menengah Rencana Pembangunan Jangka Nasional (2010-2014)
- Peraturan Presiden No. 12 tahun 2010 tentang Badan Nasional Pengelola Perbatasan (BNPP)
- Peraturan Presiden No.81 tahun 2010 tentang *Grand Design* Reformasi Birokrasi Indonesia 2010-2025

Instruksi Presiden No.6 Tahun 2015 tentang Percepatan Pembangunan 7 Pos Lintas Batas Negara Terpadu dan Sarana Prasarana Penunjang

Permendagri No.31 tahun 2010 tentang Organisasi dan Tata Kerja Sekretariat Tetap BNPP

Permendagri No.2 Tahun 2011 tentang Panduan Pembentukan Badan Pengelola Perbatasan di Daerah

