

# Governing State Borders

## An Investigating “Collaborative Governances” in Strengthening Social Welfare Development in Nunukan Regency, Indonesia

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**Abstract**—this research has aim to explain about existences of practical collaborative governance which can strengthen process and impact in development schema of welfare in frontier area, particularly in Sebatik, Nunukan. This research investigated the involvement of non-state stakeholders as voluntarily participation by various component of groups either by external project or who were emergence various from local initiative. By conducting interviews, focus group discussion, literature research, documentation, and observation our findings are going as follow: Firstly, minimum collaboration has occurred between many sectors within government causes directly to the quality of construction project in which have not optimal for public satisfaction, and also a certain group of citizen criticize the goal of the regional development. Second, the local initiative to collaborate actually have grown in various sector such as health, education, information, alternative education, awareness of sustainable economy practices at local level. Interestingly, this research that public have awareness that infrastructure is not single-most importance issue in border area due to social capital is also local concern. Big budget from local and national are not merely the answer, but more collaborative governance and openly public engagement will be meaningful and powerful weapon to make state border’s much better.

**Keywords**—state border, collaborative governance, welfares, public participation, security, proliferation.

### I. INTRODUCTION

*State borders*– which have been recognized as boundary area—are the conception and empirical element of nation constructions. The frontier usually indicates the work of sovereignty authority and nation identity. In particular, it becomes the primary manifestation of state territory sovereignty, because it related to the determining of dominion borderline, the usage of natural resources and territorial integrity. Borderline with its boundary regions management holds the strategic meaning and function in order to establish sovereignty entity, and it is also utilized as the foundation of nation collective identities (Sanak, 2011). Boundary areas represent crucial and strategic significance in

security defense sight or economic, social and culture reviews (Dahuri and Nugroho, 2012).

Furthermore, boundary areas are the Indonesia’s front face, which are used by other countries as the barometer to measure and assess Indonesia’s success. Thus, as the representative of Indonesia’s condition, frontier zones will be able to identify through their welfare and proper public facilities. However, in fact, the existing policy both national or regional government decision still recognize it as not priority area in development agenda. Particularly, it is identically by lags, poverty, and less of infrastructures. In addition, border regions now are used as a contestation stage among regimes (security, politics, economic and culture), where every regime acts their vision and mission individually without any collaboration or synergy among them. These circumstances have been being more compounded by political activities among government both in national or regional level, or even the competition in each central government.

For more than a decade, the problems in state borders had not been paid much attention by the government. The development policies only put its focus on the areas with high number of population, easy access and having good opportunity to be developed. The effort to escalate the development in entire region in Indonesia was started from 1999 to 2004, which included the frontier areas based on the principle of decentralization and local autonomy. The direction of state boundary improvement was regulated within long-term development plan (RPJPN) from 2005 to 2025. Within the RPJPN, it is explored that the frontier zone will be evolved by the altering of the development orientation which evolves its focus from *inward-looking* to be *outward-looking*. The orientation adjustment was aimed to ensure that state border areas are able to advance to be enormous portal for economic and trade agenda with neighbor countries (Armida S. Alisyabana, 2010).

Based on the guideline of RPJPN, it emerged the development euphoria of state borders by all sectors and

government institutions within the mid-term development plan (RPJM) 2005-2009. National development planning agency (*Bappenas*) and the ministry of the interior affairs (*Kemendagri*) found that there were 26 institutions holding the development program for boundary areas. There have been 72 programs in the work unit level of (*Satker*) first echelon. In addition, the existence of a number of institutions which handle the state borders development policy without any coordination affect the unsuitable and overlapping programs and policy. Besides, it causes the waste of costs, ineffective work, unclearness of frontier area problem database and the irresponsibility of mistakes. The database, which is related to boundary zones management, becomes more crucial in frontier problem mapping and identifying. It is useful as discussion material in implementing and discovering management model of state borders area. Therefore, the absence of complete and valid database impeded arrangement process of the policy.

North Borneo is new established province on 22nd April 2013. Not only as new territory, but the boundary zone at Nunukan, North Borneo is also strategic area for country security defense. The separation of Sipadan and Ligitan Island which was the part of east Borneo territory become a reflection and evaluation for all stakeholders. Moreover, the establishment of new province is based on deep consideration in order to ensure the countryside and frontier zones can be managed effectively, thus it cannot be claimed by neighbor countries as their own area. Besides, the previous province, East Borneo was the large region. The geographic zone which is located in all boundary-lines of Indonesia includes Nunukan and Malinau while the territories of Malaysia include Sarawak and Sabah areas. Nunukan district has 14.493 km<sup>2</sup>, and it presents 140.842 numbers of populations (BPS of Nunukan district, 2010). Generally, the society economic circumstances at Nunukan frontier zone are still in left behind if it compared to Malaysia. The main basic problem is that the region isolation, so it affects the zone development agenda in all sectors, which are included human resources, education, health, infrastructure and agriculture in larger meaning.

## II. FROM CONVENTIONAL TO COLLABORATIVE APPROACH

### A. *Security as Conventional Approach*

Seeing the problem of state border must be viewed from multidimensional perspective (Noveria, 2017). As far as the writer concern, there are two approaches which are utilized to understand state borders problems, which are: *security approach* and *prosperity approach*. In particular, *security approach* assumed that the frontier problem was only geopolitical discourses. Thus, the boundary must be in tight guarding by military power in order to avoid external threat. Commonly, *security approach* is defined as an approach which emphasizes its focus on the state ability to keep the frontier area safety and self-defense from other countries threat. This type of approach emphasize that the frontier is focused in use for Strategic-military function, national unity, countries development and identity improvement. Consequently, the marine defense system establishment, land and air sectors to retain itself from external threat become the most priority. The implementation of boundary security management is usually

predominated by state high institutions, moreover for stakeholders who take the responsibility in security sector. In other words, it only involves state officer.

Boundary regions are the fundamental part of a country, so it should be repaired and maintained well in order to achieve the elegance, comforts and beautiful looking. As a result, it does not only require the security defense establishment, but it also needs the prosperity development for societies. Therefore, the new approach paradigm is crucial to be reformed in managing the boundary from security to prosperity approach. In particular, the assumption of the approach is that frontier matter was not only about geopolitics discourse, but it also about sociological problem. In addition, sovereignty threat of countries does not always come from external, but it also appears from internal side. The rate of proper borders society welfare is the government main asset to strengthen the security in frontier area. Finally, to keep safety in frontier area cannot be achieved if the local entity of state borders interest is being ignored.

### B. *Prosperity Approach in Collaborative Governance*

The establishment of welfare includes three main materials, which are: life standard enhancement, empowerment improvement through determining system in economical institution and accessibility expansion. The government should attend and involve themselves among the societies by presenting proper policy and fulfilling the citizen's necessity, and they are also obligated to provide the high quality of infrastructure and prosperity. As a result, it emerges the community consciousness and strengthens national identity to keep the sovereignty of the country. This concept defines the usage of boundary as regions building and community welfare. The prosperity approach orientation is recognizing the community as the subject, the main actor who determines the progression of frontier zone.

Prosperity approach has cornerstone role in the strangeness and weakness of governance. Inadequate governance tends to emerge in optimal policy implementation of welfare establishment in state borders. Otherwise, strong governance will support the implementation of policy development for society prosperity. Furthermore, this approach also ensures the provided budget, professional state officer and the involvement of non-state actor including the community in high, medium and low level.

State borders' strategic of security through "security approach" is essential, but the domination of this approach has a negative implication on individual security. To ensure the security of the person, it needs an approach which oriented on sovereignty. In implementing these two approaches, it needs a simultaneously practice in order to inhibit the imbalance between one aspect and others. The domination of "security approach" will lead in appearing of pseudo-security, because the economic pressure will be the factor that encourages borders society to fulfill their needs based on their own ways. The phenomenon will have a great potential to interfere a peacefulness and orderliness. Nevertheless, if the "prosperity approach" dominated the circumstance, it will disregard the

security, and it has a potential to emerge the threat on the unity and sovereignty of nation.

When the approach is implemented by its own ways, it shows that there is an ignoring of one aspect from one aspect to another. Therefore, it requires a comprehensive approach which combines the “security” and “prosperity approach”. Both need to be conducted simultaneously in order to avoid the lameness in expanding the frontier region. This approach named “integrated approach”. It assumes that the function of border area is not only as a functional politic of defense and security, but also as a function of region establishment and sovereignty. Basically, this approach is involved many aspects, such as security, welfare and others that implement equally. It also seems more objective and realistic as an approach, because it will conduct all aspects equally, and it requires a participation of all stakeholders and society comprehensively.

### III. METHODOLOGY

This study is a proper method to observe the phenomenon “will to improve” in order to expand the sovereignty in the border area as the same as the strength of qualitative research which was conducted by Denzin and Lincoln (1994:2) as follows:

“Qualitative research is multi method in focus, involving an interpretative, naturalistic approach to its subject matter. This means that qualitative researchers study in their natural setting, attempting to make sense of or interpret phenomena in terms of the meanings people bring to them. Qualitative research involves the studied use and collection of variety of empirical materials, case study, observational, historical, interactional, and visual texts-that describe routine and problematic moment and meaning in individuals’ lives.”

It means that fulfilling the diversity of information has become the primary characteristic of this research. As what Creswell (1998) stated that the researchers have to hold the principal aspect of “complex and holistic” both in data and analyzing phase. This study is the same as the characteristic of qualitative research, such as naturalistic, descriptive data, focus on process, inductive, and making-meaning. In current study, border area is full of complexity related to the social aspect, security, politic and ecology which demanding the best plan in order to maximize the achievement of sovereignty (Dahuri and Nugroho, 2012).

These multidimensional aspects will be assisted by the approach of data collection, such as observation, documentation (both the discourse of legal document and media and literature), deep interview and Focus Group Discussion (FGD) with the stakeholders. These kinds of technic are selected to reach a valid, qualify and factual data. Moreover, as what Lincoln and Gube (2008) stated that the collected data will be validated by four quality of criteria which consists of credibility, transferability, dependability and conformability (Emzir, 2012:79)

Credibility is related to how the data is trusted. Transferability shows the diversity of context. Dependability defines as a repetition of the similar situation, and conformability defines that the perspective of researcher is distinctive. These four validation tools above are difference from usual validation of quantitative data, such as internal, external, reliability and objectivity of analysis. Linear model of Miles and Huberman, Bogdan and Bilken and Grounded are similar to the theory of Strauss and Corbin. This study will utilize the technical analysis which nearly similar as qualitative approach of Miles and Huberman, and it also pays much attention to other relevant approaches like Grounded Theory.

Reduction process will be conducted by Strayss and Corbin Model through many procedural methods: (1) data reduction; (2) tematization; (3) determining the historical pattern; (4) expanding the historical pattern and theorization; (5) analysis in connecting between theme and recent theory and discovering the relation to other themes; (6) to sum up the conducted study.

### IV. BIG BUDGET, LESS DEVELOPED, AND PROBLEMS

One of the biggest problems in managing the border region of Indonesia is the stakeholder had not been involved yet in many contexts, such as creating, implementing, monitoring and evaluating the policy of boundary management. The enacted policy is still in state-oriented, especially in national government. Recently these days show that there are still lack of role and contribution of civil society and private sector in managing the policy. From the institutional aspect, the management of frontier region among nation is solved partially by many boundary committees which have ad-hoc characteristic and related-stakeholder of central institution. Whole discoursing and evaluating for institutional capability which handle the boundary area have not been done yet. Thus, the reason why the overcoming of the problems tend to be partial, incomprehensive, and has not influenced the main problem yet. Self-interest and fundamental necessity of border society has not been the main consideration yet.

Ironically, they are affected by the regulation. They are the one who understand the primary needs, important and not important problems related to boundary areas. Frontier tends to be the place where people play their political contestant and be the “exercise of policy” which has egocentrism characteristic and project-oriented. Surprisingly, much of billions rupiah which is used for many border projects, are useless and inapplicable in achieving many developments, such as international market, bus station and school. An affirmative action without a strength fundamental philosophy will lead the weak building in reaching social-economic welfare.

#### A. *Less Collaborative, but Good Prospect*

This study has identified the colablator from the stakeholder, maping the problems both security defense and prosperity, formulating the colabration pattern in “share vision” and participation and creating the type of boundary area management which is based on “stakeholder collaborative

governance” with the approach of “share-vision” and participation. This fact then used to create a type of frontier region management which is based on “stakeholder collaborative governance” in networking perspective, partnership and initiating the implementation of the method.

Program planning on developing the frontier area is ineffective method. It shows from the unclear output and outcome’s program. These facts indicate that there are still less planning and integrating related to boundary management. Moreover, project mentality has been the primary problems both in planning and implementing the program. Particularly, it effects on constant of boundary region development. People who lived there tend to be in under poverty line, and even emerge many issues, such as boundary pole, infracton the border of sovereignty, interchange the nationality of Indonesia, declining the nationalism belonging, lack of accessibility, lack of infrastructure, limited access of education and health care and other illegal activities in the frontier area. As a result, society regime tend to be weaker and edger because of lack of resources and authority.

In fact, the government had enacted a regulation on UU number 43, 2008 about state region. It interprets that in managing the state region and boundary areas, the government establish an institution which related to national and district management. Implementing the institution’s authority is regulated through state policy. The work relation of institution between national and district management should be based on coordinative characteristic. The obligation of management institution is to enact the regulation for developing the frontier region, budgeting plan, coordinating the implementation, evaluating and controlling function. Institutionally, through the president regulation is established State Border National Agency (BNPP) on January 28<sup>th</sup>, 2010 followed by State Border Local Agency (BPPD, only until 2017). This organization is regulated by the role of Ministry of National affairs No. 31, 2010. Before emerging these two regulations, many provinces and district government have established a boundary area institution. The problem is BNPP be able to arrange the concept of policy direction and the strategy of boundary management in a sort time, and how BNPP can work effectively, concerning that many institutions have established and arranged the program for expanding the boundary region? From these perspectives, the crucial contribution from other stakeholder except the government itself, such as civil society and private sector to assist BNPP to work effectively and to hold a comprehensive guideline related to policy direction and strategic development of boundary region based on UU No 43, 2008.

Based on the review above, participation of all stakeholders in term of collaboration on many contexts, include planning, implementing, controlling and evaluating the policy of boundary area management needs to be concerned. Through the stakeholder collaborative governance, it can be identified for every stakeholder except government from national to village level. Moreover, it can be clear both the role and relation pattern which has the similar autonomy, share the benefit and risk, and combine the resources with high intensity in long period of time (Dwiyanto, 2012). Through the management which based on stakeholder

collaborative governance, there will probably implement share vision and realize cooperatively, high participation of all related aspects, broad networking, strong partnership and synergic (Fosler, 2002 and Munro, 2008).

Several circumstances stated that there is still sectorial work which does not offer collaborative model. Nevertheless, based on conducted FGD, health and education sectors have shown outstanding collaboration in small scale. The transparency of sub-district government on the various programs from non-government or outside the region reveals the positive impact obviously. For instance, sponsorship for boundary state school and private school or even volunteering program from campus illustrated well-organized and prospective collaboration model. Meanwhile, more than 90 private companies sector in North Borneo had not been conducted a synergic work with the government over these times.

It is the fact that the boundary at Sebatik is the area which was functioned for smuggling and illegal trafficking both drugs and humans. Besides, sovereignty and poverty still predominate and as the huge responsibility for the government. All this time, the higher allowance was allocated for state border security affairs, whereas, welfare program is still in left behind. Thus, the military post with complete weapons, it is needed to be placed in frontier for the sake of nations sovereignty from the conflict and external menace. However, it is unsuitable action for job field sector and human resource development of border society. Therefore, indeed the problem of border area is not only security defense itself, but also economic, social, and culture. It is verily that security approach domination prospers the country, whereas, it usual disserve the communities of frontier zone.

#### *B. The Answer Might be not Money*

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region. It leads to the situation what researcher call competition for elites control rather than popular control (Santoso in Paskarina 2017).

Although it needs much more budget, the communities believe that the infrastructure and security establishment are essential to implement. However, they are not recognized as the primary priority, for the existence of culture sector which fundamentally guarantee the sustainability of the establishment itself. The development method by involving local resources tends to have brighter future and essential meaning of output. Commonly, it is the fact that the development is separated from native interest and society matters. Therefore, this issue has been already strong enough in several interviews in this research.

## V. CONCLUSION

The lack of the number of inter-sector collaborations within government (local, local-national) produces ineffective establishment, because the outcome has not been reached and felt yet by the public, and they perceive that the development circumstances were only project-minded. Secondly, local initiative has been growing in several sectors include health, information, alternative education, sustainable local economic awareness, and also onconsciousness of local identity which requires the bound of public participation, for instance, the discourse of Nunukan division. Interestingly, the public have realized that the infrastructure is not the only boundary primary affairs. To hold relative critical thinking about the amount of big budget in state border, become huge potential to create collaborative governance who can work better in the future.

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