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Research paper

Implementation of State Defense Policy in Border Area A Case Study in Natuna District, Indonesia

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Abstract

Natuna Regency is a border area between the Republic of Indonesia with Malaysia and Vietnam, in this region there had been tension when China put Natuna into their sovereign territory. As a border area, Natuna has a strategic position, but defense development in this region is relatively left behind. This study focuses on the implementation of state defense policy in border area, especially in Natuna – Indonesia. The method used in this study is qualitative research. Primary data in this research is the information form from informants, and secondary data obtained from various documents, journals, scientific papers, and others. From the research that has been done, it is known that the implementation of state defense policy in border area was not running well, based on the environmental aspect the stability condition in border area still weak, it is caused by the non-submission of the central defense authority by the central government to the Natuna Regency government which has special character as the border area between countries.

Keywords: *Natuna, Border, Development, and Defense*

1. Introduction

Natuna Islands is Indonesia's northernmost region in the Karimata Strait. The Natuna Islands consists of small islands directly adjacent to the maritime zones of two countries, namely Malaysia and Vietnam. Natuna sea area is also one of the Indonesian Archipelagic Sea Lane (IASL) paths and became an international maritime trajectory for ships coming from the Indian Ocean entering the industrialized nations around the sea and also towards the Pacific Ocean.

The problems of Indonesia and China emerged after the Republic of China people entered Natuna into its territory and reclaimed and expanded small islands, such as Mischief Reef and Subi Island, as part of the Spratly Islands in the South China Sea. In 1597, the Natuna Islands actually entered within the Pattani Kingdom territory and the Johor Kingdom in Malaysia. After the Indonesian independence, delegation from Riau joined the sovereignty of the Republic-based in Java. On May 18, 1956, Indonesia officially registered the archipelago as its territory to the United Nations.

Natuna Island was also claimed by Malaysia, but to avoid longer conflict after the confrontation era in 1962-1966, Malaysia did not sue Natuna's status. Apart from these historical claims, Indonesia has built various infrastructure in this 3,420 square kilometer archipelago.

Natuna Regency is a border area between the Republic of Indonesia with Malaysia and Vietnam (see Figure 1). As a border area, Natuna has a strategic position and geopolitically bears the title as the country's leading porch in the international eyes. This causes the implementation of accelerated development activities increasingly important and strategic.

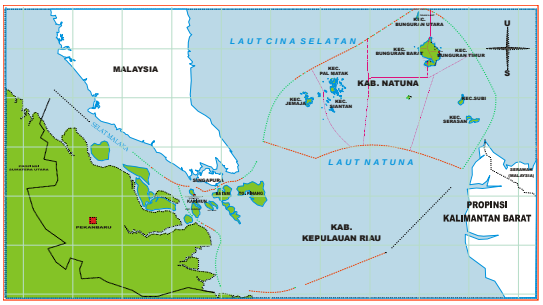


Figure 1. Location of Natuna Regency

Natuna Regency is now experiencing two *political implementation* phase which called an emergency response and transitional measures phase. Until now these phase continues and enters development action phase. The development action phase marks development acceleration through a spatial planning of border areas in 2012. It is intended that the area rehabilitation through physical development can be done in the right space according to its potential, land ability, and needs.

Natuna Regency is one of the regency which has different properties and characteristics with other regency in Riau Islands Province. These different properties and characteristics are mostly caused by the potential threats and disruptions caused as a consequence of being a region directly adjacent to other countries, in this case bordering Malaysia and Vietnam. Another thing that distinguishes with other areas is still lagging behind physical and nonphysical development in Natuna Regency. This problem is likely to give rise to latent danger that will slowly disrupt the Region stability and security.

The various obstacles in Natuna Regency make the Natuna Regency border area become a relatively lagging region and requires

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development and establishment efforts that not only have acceleration to catch up but also must be comprehensive in all its development aspects, because these areas generally have very limited facilities and infrastructure.

In relation above, it can be said that Natuna Regency needs establishment activities in various aspects of life where all these aspects should be more focused on improving the welfare and security quality for general public. For that reason the study of the various development in Natuna Regency must be done in depth in order to know the root of the problem and problem solving. But in this study, the author will focus more on the causal factors diminished implementation of state defense policy in Natuna Regency as border area between countries.

The main reason for the authors to focus their research on the diminish of state defense policy implementation is to change the perception that defense development (especially in the border areas of the country) is only become domain and sole authority of the central government alone. Currently its time to change the view. In accordance with Law no. 3 of 2002 on State Defense, that the defense issues become so complex that the settlement is not only based on the defense ministry, but also the responsibility of all relevant agencies. This is also relevant with Djuyandi (2015: 7) who said the issue of civilian supremacy in the context of democratic country can be realized by develop the community power. That means the defense issue not only become the responsibility of central government, the author believes that one of the relevant agencies referred to in description above is the Regional Government.

One of the authors' efforts to examine further, deeply and critically to the issues of authority and local government duty in regional autonomy context in the border area is to make a research entitled: The implementation of state defense policy in border area, a case study in Natuna District – Indonesia.

2. Theoretical Framework

a. Policy Implementation

Simply, the policy implementation can be interpreted as a good and wise way to adjust or implement policies so that problems encountered can be solved well, in order to achieve the goals that have been formulated and set before. Jones (1996: 165) says that: "Policy implementation is a dynamic concept that involves ongoing efforts to find everything that can be done in organizing activities to lead to a program placement that is the goal".

The policy implementation, should contain some basic aspects that must exist and suistainable (Suryadi, 2007: 36), namely: *First,* a policy existence that it actually contains, as well as answer about the growing public interest; *secondly,* the executor (implementer) who was the success determinant and the smooth policy implementation, and *third* is community that is the object as well as the subject of targeted and main purpose of the policy.

The policy is essentially a decision or choice of action that directly set the public interests, or the masses, residents, communities or citizens. Policies are the result of synergy, compromise or even competition between ideas, theories, ideologies, and interests that represent an organization political system, as a cooperation means to establish, implement and evaluate policies, both with regard to internal interests of the organization itself, or the importance of providing services to public, which will only achieve effective and efficient results when considering things that the factors / dimensions determining its success. Factors or dimensions of said, according to Cheema and Rondinelli (1983: 26-30), there are four (4), namely: *"environmental condition, interorganizational relationships, resources for policy implementation program, and characteristics of the implementing agencies".*

b. Concept of Border Area

Stephen B. Jones (1945), in his book *A Handbook for statesmen, Editors and Boundary Treaty Commissioners,* formulate a theory related to the border areas management. Within his theory, Jones split the scope of management into four parts, namely *Allocation, delimitation, demarcation* and *Administration.* The four scopes are interconnected with each other. Regarding the allocation aspect (area coverage) is an inviolable historical aspect, as well as the delimination aspect (boundary determination) and demarcation (border affirmation) is the authority of the Foreign Affairs Ministry, the Jones theory above if accommodated into research related to public administration discipline is only related to administration aspects/management only. Jones concludes that in the scope of administration and development management is the volume of work dealing with the largest border due to involve multi-sector and required an integrated planning.

Bappenas (2016) defines the border area as a geographical area facing neighboring countries, with residents residing in the territory united through socio-economic, socio-cultural relations with a certain administrative area coverage after there is agreement between bordering countries. Or it can also be said that Border Area is a province, regency / municipality, and or subdistrict which geographical area is in direct contact with the border line between the countries both on land, sea and or air.

Frontier areas, both on land and at sea, have a very important and strategic role because in addition to the sovereignty limits, is also a region that reflects the front page (porch) of a country. Geographically, the Republic of Indonesia Unitary State position is flanked by two continents and has international borders with 10 (ten) neighboring countries. Indonesia's land border area is spread over 3 (three) islands (Kalimantan, Papua, Timor), 4 (four) Provinces (West Kalimantan, East Kalimantan, Papua and Riau Islands), and 15 districts / cities each characteristic and the different border areas typology.

3. Research Methods

The research method used is a case study method which is qualitative research part. Data collected by digging data derived from primary and secondary sources. Primary data in the form of words, speech and action or behavior of informants, and secondary data obtained from various documents, journals, scientific papers, and others.

From the data obtained then the researchers do data reduction and validation, for data validation is done by triangulation data, where the data obtained then compared to each other so obtained a valid data.

4. Results and Discussion

a. Condition of Political Environment

The Political Structure of Natuna Regency is similar to other regions in Indonesia. Given the supra and infra structure of the existing politics has made the Natuna regency as an area that has implemented the democracy principles. However, the politics dynamics in Natuna Regency can be said to run poorly, this is because every time before election related activities always bring up groups that tend to cause conflict. The attitude of togetherness that always appears in everyday life becomes divided into several groups. The splitting of these groups directly or indirectly has disrupted the stability of the region in Natuna Regency. Behind the problem, public awareness in politics continues to be accomplished in various electoral activities, both elections in 2009 and 2014.

In relation to the law or rule based on values of truth and justice and respect for human rights universally, Natuna Regency has been degraded. This situation is caused by many products of legis-

lation that do not reflect the people aspirations and the development needs of the law, religion and customary law.
Therefore, changes and adjustments to various national laws and regulations in the form of regional regulations relevant to regional development need to be improved and developed, taking into account also the growing religious and customary laws in the community. Further improved the socialization implementation of new legislation, both state products and regional products to the public, government apparatus and law enforcement.
The existing legal and human rights issues are caused by the lack of legal awareness culture in various strata of society, the low service and legal aid for the community, the low moral and professionalism of the law enforcement officers, the regional legal products law authority. The development of laws that have been done and the results achieved in the law field in general is still felt that the law rule enforcement based on the values of truth and justice and uphold human rights has not been fully realized.

b. Relationships between organizations

1) Achievement of Regional Development Objectives

The creation of relationships between regional devices organization in the Natuna Regency government is more due to interest similarity to realize Natuna Regency vision and mission development. Basically, the vision and mission of Natuna Regency development is based on strategic dominant factors and is expected to affect Natuna Regency development.

2) Organization Network

The relationship between institutions or networks between the organization of regional equipment in the Natuna Regency government can be said to have run well. This is more due to the legal basis on the main tasks and functions of each institution that must coordinate and work together in realizing the vision, mission and priority programs of Natuna Regency development. Given this good relationship has resulted in development in various fields that can be perceived benefits by the community. Indirectly it can be said that the relationships occurrence between agencies have a primary goal to organize public services in order to realize the vision and mission Natuna Regency development.
But apart from the network between regional equipment organization in the Natuna Regency government, it turns out that organization network was built up to provincial and national levels. Organizational networks that reach provincial level usually have an interest related to improving community economy, while related organizations network up to national level are institutions that prioritize on the defense and security aspects as well as regional stability.
In essence, the organization network is formed or formed in the framework of cooperation to realize development goals that have been implied in the vision, mission and work program of regional development which ultimately to improve welfare and security for the community.

3) Communication Inter-Organization

Consequences with the relationship or network between organizations is optimized communication activities between organizations themselves. Communication forms that is general and can be done is in the oral and written form. However, due to government apparatus in the Natuna Regency local government which in general highly upholds the values of tradition and kinship, then the communication form can be done through other media verbally, visual or ritual.
The inter-organizational communication form that has been built indirectly has strengthened the kinship and tradition between the government apparatus and relationship between officials with the communities it serves.
Communication can be said as the main means to create coordination, cooperation, and evaluation conducted by various organizations or institutions that are oriented towards the community realization development in the life of the state and nation. Media that can support smooth communication is usually in the telecommunications equipment and electronic mail form.

4) Central Government Support

The Central Government involvement in the Natuna Regency economic activities is almost certainly already a necessity that can not be rejected anymore. One of the supports made by the Central Government to the Natuna Regency Government is to provide General Allocation Fund and Special Allocation Funds sourced from APBN.
Support or involvement of the Natuna Regency central government finances taken at least through the following 3 policies, namely:
1. Monetary Policy.
2. International Financial Policy.
3. Fiscal Policy.
Monetary policy is a government policy that deals with the amount of money circulating in the community. This policy refers to the dynamic balance between money in circulation and goods and services in the community, while international financial policy is the government's policy of trade and international payments. This policy is closely related to the trade balance and payment of surplus or deficit. Also closely linked to the policy of providing or receiving foreign aid.
Meanwhile, fiscal policy is a government policy related to revenue and expenditure (spending) money by the government. Kinds of fiscal policies established by the government are situational, meaning depending on circumstances, whether under inflation, deflation, or normal circumstances. Normally, the realization of this fiscal policy is a budget policy.
The central government budget support to the Natuna Regency government is annually listed in the balancing fund of the Balancing Fund consisting of the General Allocation Fund (JAF) and the Special Allocation Fund (SAF). These JAF and SAF are sourced from the State Budget (APBN). This means, APBN can show how far the role of central government in activities to support the economy of a region as well as assistance to the Natuna Regency government in poverty alleviation for example.

c. Characteristics of Implementing Agencies

1) Condition of Local Government Apparatus

In the reform era, the development of regional apparatus in Natuna regency directed to realize the apparatus are reliable and able to carry out the overall implementation of public administration tasks and the efficient, effective and integrated development supported by officers who are professional, responsible, clean and dignified and uphold honesty, truth and justice. Utilization of the apparatus to be improved, especially with regard to quality, efficiency and protection services to the community, as well as professional ability and well-being of its staff.
In line with this, the regional apparatus development goals in Natuna is as follows: (1) well-organized management of the state apparatus to improve the quality, capabilities and well-being of human beings, (2) realization of state administrative system that is more reliable, professional, efficient, effective and responsive to the people aspirations and the changing strategic environment dynamics, (3) the increased manifestation of regional autonomy is real, dynamic, harmonious and responsible, (4) Realization of system archival reliably professionally managed as an integral part in the modern management system development to support sustainable development and sustainable.
The apparatus development policies then implemented into the apparatus development programs consisting of a main program and supporting programs. Principal program includes a program increase of facilities and infrastructure, improving efficiency, education and training, and research and development programs of the state apparatus. The supporting program includes program

information floating administration, utilization and implementation supervision system, as well as administrative law development program. The overall development program of the apparatus in Natuna operationally efficient use can be grouped into three dimensions of organizational, human resource dimension and management dimension.

Government officials in Natuna can be said to have a high attitude of loyalty to superiors and coworkers. This condition is getting synergize their forces in serving the community were also very respected because of ethnic and cultural linkages that exist in Natuna.

2) Leadership Regional Head

Natuna regency government headed by a regent who is assisted by Vice Regent and some leaders of other local government organizations. Based on the author during the observation in the field, the authors observed Regent leadership style which is very close to the subordinates and public.

Hierarchy and discipline are very helpful in controlling behavior Regent apparatus and its people scattered throughout the territory in Natuna regency. Thus the regional organizations and community control and supervision can be implemented effectively. It is very beneficial to all parties because of various irregularities and possibilities towards deviation, can be controlled by the Regent and Natuna own community.

Entanglement ethnicity as a son of the region with its people, very helpful anyway Regent leadership effectiveness. Through the attachment has given birth to a lack of views diversity and interests between the leadership of the mayor, with subordinates and society. Good attachment is widely used by Regent in the non-formal coordination form. Through this coordination has led to ties of solidarity among government officials with the public Natuna well as being a very positive synergy and mutual benefit of all parties.

5. Conclusion

The weakening of the defense sector development policy implementation can be seen on environmental aspects that showed the weakness of the stability conditions border region caused no authority handed defense area of the central government to Natuna regency which has a special character as border areas. Settlement problems in the border area requiring treatment as soon as possible which can only be resolved if the authority of defense field handed over to local authorities.

In the development policy implementation in the defense field aspects of the relationship between organizations, showed a good cooperation between TNI with regional organizations in achieving the development vision and mission in the defense field. It can be seen from many regional organizations that have a duty to contribute securing the border region that authority actually belong to military institution.

As with the development policies implementation in the defense field resources aspects (finance), indicates that the situation is very alarming, because Natuna regency government does not have the ability to finance the nuances of development activities in the defense field.

Things need to get there attention on the development of defense policy implementation field, especially in relation to the implementing agency characteristics indicates that the resources security quality forces and civil servants, both in terms of knowledge, skills and level of education strata. This has lead to weak Indonesian defense in Natuna regency as the border area between countries.

Based on above, it can be said that the model of the policy implementation proposed by Cheema and Rondinelli have been implemented by the government of Natuna. However, the implementation model is not appropriate when applied in the border region in respect of the model is less prioritize coordination. Researchers argue that the implementation model of Cheema and Rondinelli can be optimally realized if equipped with coordination aspect. This coordination aspect becomes important because governance can run properly and optimally in Natuna regency because many national and international organizations competent in the field of development policy successful execution of defense. Other than that,the government's performance can be said to be still far away from the government pattern is promoting managerial aspects of coordination and delegation of authority.

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