

The Practices of Local Government in The Border Areas

The Perspective of Contextual Bureaucratic Approach

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Abstract—A number of strategic issues become the basis for problem-mapping in the framework of policy design and implementation of adaptive development in border areas. In terms of government, concrete steps are required to address the classical issues commonly arising in simultaneous and aggregate manner in order to reach more advanced stage of social conditions in border areas. This study applies a descriptive narrative approach to capture the phenomena, in which the thematic focus data are obtained from various research reports, news, and participant observation in Papua. The data analysis, carried out after data verification, combines content analysis of the data from documents and news and formulates motivating factors for the development of local government in border areas. To accelerate development in border areas, it is necessary to apply government management system with adaptive principles through contextual bureaucratic approach. Accommodation of public needs in border areas has always been the main reference in accomplishing the code of conduct of governance. However, there are still many paradoxical development policies, unfavorable budget politics due to its segmentation into multi-governance, weak support of regional apparatus, weak coaching mechanism, and constrained institutional functions of local government in reaching isolated border areas with limited infrastructure. Bureaucracy in Papua has attempted to answer the issues by revitalizing the functions of government. However, despite having optimized the accommodative content of local characteristics, it is also constrained by limited authority over resource management and financing.

Keywords—government management, border areas, contextual bureaucracy

I. INTRODUCTION

Although the government and the people of Indonesia have successfully signed a new political contract in the reform era of 1998, marked by the increasing public participatory-democracy and the strengthening of local autonomy, it has not been supported by a symmetrical and significant development policy and strategy. The development policy and strategy in the previous era, based on the stages of growth paradigm by Rostow were characterized by trickle down. They are slowly abandoned as considered undemocratic and unfavorable in strengthening local autonomy. Currently, it can be seen that a rapid change in development approach leads to the growth of regional creativity and initiatives. The popular policy of the Working Cabinet with the label of work, work, and work tries

to respond among which is a movement of development from the periphery, outside Java, and the front door of the border areas.

The conduct of government has not been serious in interpreting the policy. The indication, among others, is reflected on the community condition in the areas: low average quality of community resources; high poverty rate, and high number of pre-prosperous families; lack of government, social, economic, transportation and communication infrastructure and facilities; much lower achievement of development compared to the progress in the neighboring countries; and unfinished land boundary between countries, for example, “Mutis Village, East Nusa Tenggara, directly bordering Oekusi District, East Timor. However, it must be acknowledged that within the last three years, the government has attempted to develop the border areas, particularly in the infrastructure of transportation, such as widening and reconstructing roads and renovating the entrance to Entikong and the region bordering Malaysia in West Kalimantan as well as developing markets in the border areas between Papua and PNG in Jayapura and Wasur National Park” [1]. These issues should be the basis of mapping the problems in the border areas as the stream of dominant paradigm in the conception and application of policy design and implementation of adaptive development. In terms of government, concrete steps are required to address the classical issues commonly arising in simultaneous and aggregate manner in order to reach the following conditions: (a) Solid and capable government, supported by the availability of government apparatus whose commitment is “to develop by heart” (b) Optimization of regional institutions in managing border areas in integrated manner, accompanied by clarity of authority, (c) Regeneration of community resources, not merely as the objects of public service, but also as potential and creative social capital with the initiative to develop its region. (d) Optimization of equal partnerships with stakeholders.

II. RESEARCH METHOD

This study applies a descriptive narrative approach to express phenomena, in which the thematic focus data are obtained from various research reports, news, FGD, and participant observation in 10 districts in Papua. The data are processed structurally with a brief data classification of the observed facts and its reflection. The display of data is analogous with a narrative model and the relationship matrix is

in line with the context. The data analysis, carried out after data verification, combines content analysis of the data from documents and news and formulates motivating factors for the development of local government in border areas.

III. RESULT AND DISCUSSION

A. The Paradox of Development Policy

The roadmap of national bureaucratic development of 2015-2019 is more focused on the policy and strategy of capacity development of government apparatus and institution, reliant on institutional units in the regions [2], without an emphasis on the importance of strengthening the border areas. A breakdown is expected to be included into the roadmap of bureaucracy in local government, including areas bordering the neighboring countries. The blueprint to be noticed is particularly related to the will to promote a clean and accountable, effective and efficient bureaucracy as well as qualified public services. When the local government is not responsive in designing the roadmap of bureaucracy with an accommodative exit strategy to broaden the range and improve the quality of public services in the border areas, escalating disparities between areas will occur. Relevant in this case, “stressed that therefore, instead of the ‘paradox of redistribution’, propose two new paradoxes of social policy: non-complementarity and undermining. The non-complementarity paradox entails a mismatch between the dimensions that matter to poverty and the dimension that matters to redistribution preferences. The undermining paradox emphasizes that the dimension (transfer share) that most reduces poverty tends to increase with the one dimension (low-income targeting) that reduces support for redistribution” [3].

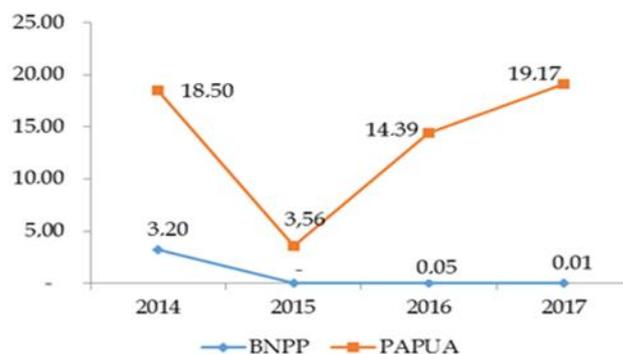
There are at least four paradoxical conditions leading to weakening local government in the border areas : First, there is a national policy that requires the regions to compete to obtain an award based on the performance achievement. The indicators to measure the performance are standardized according to national standards. When the region wants to intercept local indicators according to its characteristics, it does not get a worth-assessed position. Indeed, it is recognized that there is an ample scope for the regions to be creative and innovative according to each potential, but they are hampered by a patterned evaluation and monitoring instrument. Second, there is uncertainty of coordination and authority in the management of the border areas. Implicitly, Law No. 23 of 2014 provides authority for the local government to develop the border areas, except the control over border-gate, including defense and security, immigration, customs and quarantine on the basis of national strategic interest in maintaining the integrity and sovereignty of Indonesia and accelerating the prosperity of the communities in the area.

B. The Policy of Development Budget

Observed from the aspect of budgeting, the development in the border areas is still disappointing. In reality, budget politics are unfavorable as a result of the involvement of many parties in the management. The budget allocation that always increases significantly per year [4]. From 16 trillion rupiahs in 2014 to 28.5 trillion rupiahs in 2017, it shows an increase of

77.82% or an average increase of 25.94% per year. However, the budget is distributed across 19-21 ministries, relevant national agencies, hence the budget allocation for BNPP and Papua is much smaller. Budget allocation for BNPP is decreasing from 3.20% (514 billion) in 2014 to 0.01% (3.5 billion) in 2017, while budget allocation for Papua is increasing of 0.67% from 18.50 % (2.9 trillion) in 2014 to 19.17% (5.46 trillion) in 2017. Observed from the composition of budget allocation for BNPP and Papua, it shows the commitment of budget politics that can positively describe the existence of favorability with the development of border areas, but the authority of its management remains with BNPP. The province/district can be involved only through deconcentration funds, co-administration funds, and special allocation funds with national and sectoral control schemes. The fact, this problem is aligned with the research report, who reported that “there is a gap between funds allocated and the funds actually released to the states. Tracing the reasons behind this gap was difficult due to the lack of uniformity and poor maintenance of records at every level” [6].

FIGURE 1. PERCENTAGE OF BUDGET ALLOCATION BNPP-PAPUA 2014-2017



C. The Profile of State Civil Apparatus in the Region

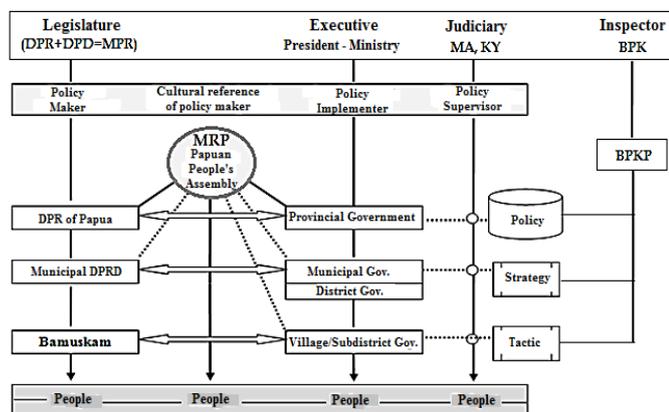
As an important part of the goal of national bureaucratic reform, the policy of recruitment, guidance and promotion of employees is directed to the achievement of strengthening government bureaucratic machinery. Guidelines on norms, standards and procedures for the implementation of personnel management are inspired by Law No. 5 of 2014 on State Civil Apparatus. There are some drawbacks in its implementation: First, recruitment mechanism applies centralized computerized system. Although there is a chance for the regions to submit the formation according to the needs analysis and job mapping each year, the authority to administer and determine the outcome of new employee selection is in the hands of the central government by using national criteria. Second, there is also a practice of nepotism in giving promotion in the office. Staffing applies spoil system rather than merit system. It does not strictly meet the criteria and procedures required, resulting in redundancy of role or reduction of competence. This is relevant to the emphasis that “Problems in the recruitment and selection of civil servant candidate (CPNS) related to transparency, competition, objectivity, and competence aspects and various obstacles in the application of the merit principles in recruitment and selection” [5]. Third, the officer for staff development is a Governor at the provincial and Regent or

Mayor at the district level, who is actually a political official, so that the will to release the state civil apparatus from political affairs cannot be optimized. Fourth, in Papua, there is bias of affirmative and protection policies in terms of recruitment and promotion of indigenous Papuans. The "spirit of special autonomy" as its amplifier argument has lost its meaning because the political demands are unbalanced with the necessity of fulfilling the competency standards. In many cases, local leaders at the provincial and district levels are often left out. It can be said that the regulation does not have a cohesive and adhesive power in framing employment policy. So far, the phenomenon has led to "hidden resistance" and the ignorance and mutual suspicion among fellow apparatuses.

D. The Management of Local Government: The Contextualization of Bureaucracy in Papua

The framework of the ideal relationship between the branches of government in Papua is schemed in Figure 2. It explains the administrative working relationship in horizontal-vertical-diagonal manner between all organs of government, by positioning Papua as an entry point.

FIGURE 2. THE GOVERNANCE OF PAPUA: THE MODEL OF INSTITUTIONAL RELATIONSHIP



The Papua Province government, designed with all resources should be able to show the best combination of the normative references (rules of law, concept, and theory) and reflection of "Papuan own style" in accordance with its needs and characteristics empirical references (factualness of local conditions) supposed to be "favorable" to local condition. Another important implication is the diversity of government management between provinces and districts. Thus, the practices of local governance in Papua requires response to the balance of determinants not only from its political dimension, but it is also important to promote geographical, socio-cultural, economic and technological dimensions. There is the assertion of identity in context of "Papuaness" (mandate of the special autonomy) that requires special treatment, including in the framework of arrangement of regional instruments.

Furthermore, the evaluation instrument for the successful implementation of the model of contextual bureaucracy refers to the measurements of combination spanning the continuum line between normative measurements (represented by the

regulatory system of the central government) and pragmatic empirical measurements (represented by a regulation formed in a bottom-up manner from the region). The more it leads to empirical conditions, the more visible of contextual bureaucracy because it will be fuller with local content.

TABLE 1. THE DIFFERENCES : WEBERIAN AND CONTEXTUAL BUREAUCRACY

No.	Weberian	Contextual
1	A specialized division of work	Oriented to a systemic collegial work system promoting creativity and bottom ideas
2	Clear hierarchy of authority, obtained by formal decision	The hierarchy of authority is based on a decentralized mandate
3	High formalization	Formalization is formed by cultural forces
4	Impersonal	Communal impersonal with socio-cultural pattern
5	Employee placement is based on competence	Employee promotion is based on the combination of competence and leadership traits
6	Career system for employees	Prioritize achievement in career system with localized form
7	Personal life is separated from organizational life	Organizational life gives concession to individual existence.

E. Development Acceleration in Border Area: Revitalization of the Functions of Local Government in Papua

In Papua, there are 6 districts directly bordering PNG (Jayapura City, Keerom, Pegunungan Bintang, Boven Digoel, Merauke and Supiori). There is a number of uniqueness that should be a concern in developing adaptive governance, particularly in the border areas between Indonesia and PNG. The uniqueness becomes an identity strongly imprinted in the geographical, demographic, and socio-cultural dimensions. Some of the strategic issues raised from these border areas, among others: the condition of underdeveloped communities living in scattered locations in small communities, isolated and underprivileged due to limited basic infrastructure; unreachable arbitrary distances from governmental service centers at district levels; extreme geographical and topographic conditions; highly limited economic activities; traditional border crossers with cross-country land ownership, and violation of law (illegal logging, trading, and human trafficking).

In order to address these issues, accelerated policies scheduled by the Provincial Government of Papua and related districts are aggregated into key themes, including: the access to development in the border and remote areas, information technology, public services, natural resource management, and Sustainability of MDG's [7]. The concrete steps taken by the Government of Papua and related districts. In that context, the revitalization of functions of the local government requires innovation that generates new approach of "developing area" in the border areas. The revitalization is characterized by: (1) regional integrity, achieved through the realization of potential driven by the idea of development from "lower-level" as a form of empowerment, (2) integration of programs of development in the border areas with a special pattern. The

revitalization of the functions of local government should be able to change the model in Figure 3 into the model in Figure 4.

FIGURE 3. CENTRAL ORIENTATION: THE FRAMEWORK OF DEVELOPMENT POLICY IN BORDER AREA

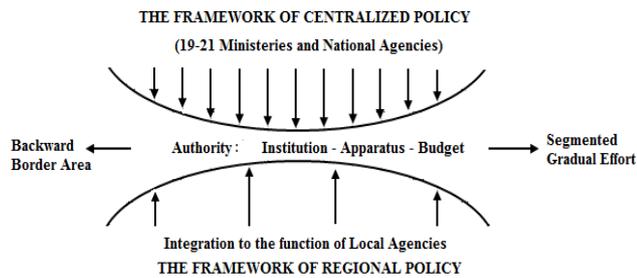
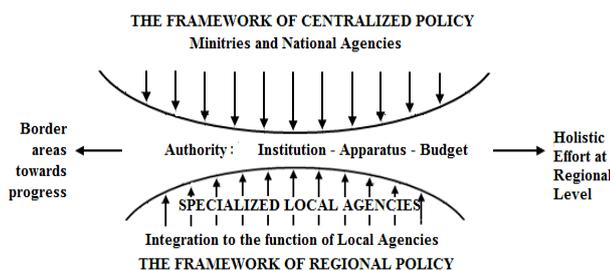


FIGURE 4. REGIONAL ORIENTATION: THE FRAMEWORK OF DEVELOPMENT POLICY IN BORDER AREA



Policy model in Figure 4, as currently applicable, is not a contributive model to the strengthening of the region in building the border areas. The strategic aspects concerned by the central government must not be translated with the broad distribution of interministerial authority. The framework of development acceleration requires the revitalization of the functions of local government in order to be stronger in the future. It should be accompanied by the sufficient concession of authority in order to be able to fully contribute actively in terms of: enhancing harmonious and mutually beneficial cooperation with neighboring countries in the border areas, developing infrastructure in the border areas and basic facilities to accommodate public needs, character building of nationalism and nationality, providing legality of citizenship with orderly population administration including for traditional border crossers, and the recognizing and protecting the customary right indigenous people in the border areas. Therefore, Figure 4 indicates the need to shift greater authority to regional governments objectively with legal certainty and good faith. Thus, conflicts of interest are necessary. The area is given the authority to form the Specialized Local Agencies and integrate the program into the function of the existing Local Agencies on certain segments.

IV. CONCLUSION

For development acceleration in border areas, it is necessary to apply the government management system with adaptive rules through contextual bureaucratic approach. Accommodation of public needs in border areas has always been the main reference in achieving the governance code of conduct. In that context, an effective model system of government is required. The slow progress of development in the border areas has been the target of sharp criticism from various parties, because it has not been capable to improve the quality of public services to the community in the areas.

Bureaucracy in Papua has attempted to answer the issues by revitalizing the functions of government. However, despite having optimized the accommodative content of local characteristics, it is also constrained by limited authority over resource management and financing. Total revision to the design of roadmap of central and local bureaucracy and the consistency of the implementation of various accompanying regulations are required. The authority of the central government over strategic areas for national interests must be maintained, but matters outside this authority should be delegated entirely to the local government with adequate funding. It is important to consider the establishment of an authoritative agency for joint management of the border areas as joint border liaison, involving cooperation between local governments of Indonesia and neighboring countries and/or internal collaboration between districts with similar border areas in order to achieve the policy of ‘developing from the periphery and from village to city’.

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