

INTEGRATED BORDER MANAGEMENT TO ACHIEVE COMMUNITY WELFARE OF KEPULAUAN RIAU PROVINCE

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ABSTRACT. Border area as a front line of a country needs special attention from the government of that country. Most of the domestic problems experienced by a country come from the border. Human and drugs trafficking, also illegal timber transactions are examples of problems that still occur in Indonesia nowadays especially located in Kepulauan Riau Province. This study aims to describe the Integrated Border Management based on European Commission carried out in Indonesia, especially at the country border in Kepulauan Riau Province, Indonesia. By using the post-positivistic paradigm, this study uses interviews and documentation as data collection techniques. Interviews were conducted to actors, both central and regional, such as the Deputy for Border Management (BNPP-RI), the Head of the BNPP Planning and Cooperation Bureau, the Head of the Riau Islands Province Government Bureau and his staff, the Head of Local Development Planning Agency of Batam City, Natuna Regency. The results showed that the state border managers at the central, provincial, and regency/city governments have different institutions which result in differences in personnel procedures, finances, and resource allocation. The concept of Integrated border management needs to be adjusted to the concept considering the geographical characteristics of Indonesia, which has sea and land borders.

Keywords: Country Border; Government; Integrated Border Management; Kepulauan Riau Province; National Border Management Agency

MANAJEMEN PERBATASAN TERPADU DALAM MEWUJUDKAN KESEJAHTERAAN MASYARAKAT DI PROVINSI KEPULAUAN RIAU

ABSTRAK. Wilayah perbatasan merupakan halaman depan sebuah negara yang memerlukan perhatian khusus dari pemerintah. Hal ini karena sebagian besar permasalahan dalam negeri yang dialami oleh sebuah negara berasal dari masalah yang terdapat di perbatasan. Perdagangan manusia, peredaran narkoba, dan transaksi kayu secara ilegal adalah contoh masalah yang masih terjadi di Indonesia hingga saat ini. Penelitian ini bertujuan untuk mendeskripsikan *Pengelolaan Perbatasan Terpadu mengacu pada European Commission* yang dilakukan di Indonesia khususnya pada perbatasan negara yang berada di Provinsi Kepulauan Riau. Dengan menggunakan paradigma post positivistik, penelitian ini menggunakan wawancara dan dokumentasi sebagai Teknik pengumpulan data. Wawancara dilakukan kepada aktor-aktor, baik pusat maupun daerah, seperti Deputi Pengelolaan Perbatasan (BNPP-RI), Kepala Biro Perencanaan dan Kerjasama BNPP, Kepala Biro Pemerintahan Provinsi Kepulauan Riau dan jajarannya, Kepala Bappeda Kota Batam, dan Kabupaten Natuna. Adapun hasil penelitian menunjukkan bahwa pengelola perbatasan negara yang berada di pusat, pemerintah provinsi dan pemerintah kabupaten/kota memiliki kelembagaan yang berbeda satu sama lain yang berakibat pada perbedaan pada prosedur kepegawaian, keuangan, dan alokasi sumber daya. Konsep Integrated border management perlu dilakukan penyesuaian pada konsepnya mengingat karakteristik geografi Indonesia yang memiliki perbatasan laut dan daratan.

Kata kunci: Perbatasan Negara; Pemerintah; Pengelolaan Perbatasan Terpadu; Provinsi Kepulauan Riau; Badan Nasional Pengelola Perbatasan

INTRODUCTION

Problematic in the border area in the Kepulauan Riau of Indonesia namely the high amount of poverty (Hutchinson & Negara, 2021). This is evidenced by the Human Development Index (HDI) in the border areas which is still below the average HDI of the Kepulauan Riau Province, from the lowest in the Anambas Islands Regency, Karimun Regency, Natuna Regency, and Bintan Regency, while the HDI Batam City is the highest in the Riau Islands Province. The highest 2019 HDI in Kepulauan Riau Province was Batam City which experienced an increase of 0.55% from the previous year, while the

lowest HDI for border areas in Riau Islands Province was Anambas Islands Regency with an increase of 0.95% from the previous year (BPS, 2021). Although the HDI of Anambas Islands Regency has increased, the HDI is still quite far from the average HDI in the Riau Islands Province. Meanwhile, if based on data on the poor population, the highest poverty is in Batam City, although it has decreased by ±1200 people from 2018 to 2019.

The next problem is security condition of border areas that is prone to conflict with neighboring countries especially in Indonesia. Countries that have had conflicts with Indonesia, including Malaysia regarding the Sipadan and Ligitan (Lestari & Arifin,

2019) dispute in 2002 which eventually changed hands, became the property of Malaysia (Djalal, 2017). In 2007 Malaysia also claimed Ambalat Island as its territorial boundary (Sef, 2020)(Serpín et al., 2018), and China linked to the Natuna Islands in early 2020 (Sef, 2020).

In the national webinar of the National Border Management Agency (BNPP), the Minister of Home Affairs, Tito Karnavian stated that there were several border disputes, both sea and land (Prodi S1 Hubungan Internasional Universitas Airlangga, 2021). This is resolved with a priority scale in stages. For example, about the border on Sebatik Island. On this island, there is no borderline that is clear, only stakes. Even, there is a house whose front yard is in Indonesian territory, but the kitchen part is part of Malaysia. In addition, Indonesia also has cross-border issues with Timor Leste, namely the territory of Timor Leste, Oesusse, which is surrounded by Indonesian territory in the province of East Nusa Tenggara. Then there is the issue of border markers with Papua New Guinea covered by forest.

Another problematic faced by Indonesia's border areas is inadequate facilities and infrastructure, such as physical infrastructure (roads, markets, and ports), social infrastructure (schools and community health centers), the lack of existing human resources, low community welfare and the gap between border residents in Indonesia with border communities in other countries. For example, there are some areas that still carry out barter trading activities with citizens of neighboring countries due to circumstances and needs, one of which is because the distance to other countries is closer than shopping centers in Indonesia itself. In addition, residents at the border often prefer treatment to neighboring countries because access is easier and faster than going to hospitals or health centers in Indonesia.

One of the Indonesian border areas in the form of an archipelago is the Kepulauan Riau Province located in the western part of Indonesia. The Riau Archipelago has 2,408 islands of which 96 percent are dominated by oceans with an area of 415,231.79 km². Only 4 percent land with an area of 9,982.88 km². The island has a population of 385 islands with 19 islands directly bordering foreign countries, namely Malaysia, Singapore, Vietnam and Cambodia. While the uninhabited islands are 2,023 islands, meaning that the natural resource potential of these islands is still natural and has not been exploited by humans, yet the security and management needed more concerns Indonesian government. The Riau Archipelago is set to have 22 outer islands that have a base point which determines the boundaries

with other countries, this is further explained in Presidential Decree of Indonesia Number 6 of 2017 concerning Designation of Outermost Small Islands.

In accordance with the problems described collaboration among stakeholders like central and local government, businesses, community is needed (Munir et al., 2021). Besides that, in managing local government, institutional coordination is also needed (Thamrin et al., 2021). Align with a study that institution should be formed to serve managerial function based on the task and function efficiently (Khairi, 2020). This research firstly inspired by border management concepts was Coordinated Border Management (CBM) (Polner, 2011). However, this concept still had no integration concern. This paper assessed if Integrated Border Management (IBM) (European Commission, 2010) implemented by European Union could be implemented also in country border of Indonesia especially in Kepulauan Riau Province. This research still new to be explored that usually research focused on border management in land area for example West Kalimantan Province bordering on Serawak Malaysia (Arifin & Rupita, 2021), also Papua-Papua New Guinea. Yet this research focused on land and sea border area in Kepulauan Riau Province that only 4 percent of land area, the rest are border at sea area.

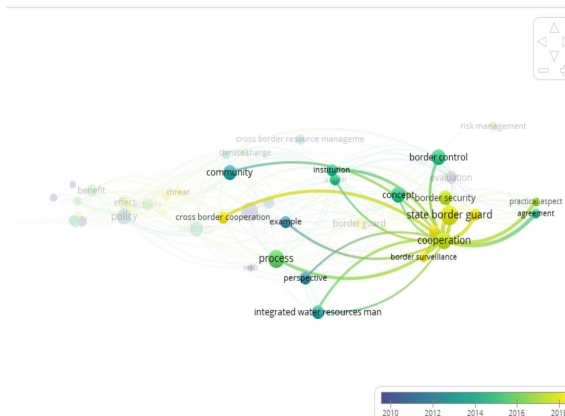


Figure 1. VOS Viewer: Research in Border Management 2010-2018

Based on international research assessed by VOS Viewer application, cross border cooperation research is still rarely researched. It can be seen from the color is light green that showed this research topic started available from 2018 until now compared to the other aspects of border management. Thus, this research used concept of Integrated Border Management (IBM) by European Commission (European Commission, 2010). This concept has 3 dimension, intra service, inter-agency, and international cooperation.

The problems expressed led to the research question, how is integrated border management in the

Riau Islands Province? What is the ideal integrated border management in the Riau Islands Province?

METHOD

This study uses the post-positivism paradigm where the phenomenon of integrated border management has been applied and is applicable in several countries. Integrated border management begins with the practice in European Union countries that already have a mutual agreement to manage borders. The data collection method was carried out qualitatively, namely by conducting interviews and Focus Group Discussion (FGD) through several informants, both from the central government and to local governments, such as the Deputy for Border Management of BNPP, Head of BNPP Planning Bureau, Head of Riau Islands Province Government Bureau and his staff, Head of Bappeda of Riau Islands Province and his staff, members of the Riau Provincial DPRD Commissions I and II, Head of Bappeda Batam City, Anambas Regency, and Karimun Regency, Head of BPPD Batam City, Anambas Regency, and Karimun Regency. The data analysis technique used coding data derived from research notes, interviews, documentation, and recordings.

RESULTS AND DISCUSSION

Integrated Border Governance at the State Border in Kepulauan Riau Province

Integrated border management according to the European Union can be seen from 3 (three) types of cooperation, namely internal service cooperation, cooperation between government organizations, and international cooperation. The three types of cooperation explained in this study according to sub-dimensions that are useful as drivers of the cooperation process, including the legal framework, institutional framework, resources, communication and information disclosure, procedures, and collaboration with stakeholders.

1. *Intra-service Cooperation*

This Intra-service cooperation model refers to cooperation and relationships between central, regional, and local governments as well as cooperation between units at the same level. Some of the indicators that are included in the internal cooperation in services in the Riau Islands Province, especially in Batam City and Natuna Regency explained further below. From the aspect of the regulatory framework, there are no regional regulations related

to border management, not the management, only organizational structure. However, it turns out, in fact, there is already one policy that manages the border, especially in Natuna Regency, namely the Natuna Regency Regional Regulation Number 11 of 2019 concerning the Third Amendment to the Natuna Regency Regional Regulation Number 6 of 2016 concerning the Formation and Composition of Regional Apparatus. It is just that at the provincial level, it seems that there is no policy that regulates this matter.

The organizational or institutional framework in a governance becomes one of the main and important things. Of course, in administering the government, it is necessary to have a clear division of authority as well as main tasks and functions in each unit or section within the framework of the government organization, with the aim that the administration of government can run effectively and efficiently.

Based on the Focus Group Discussion (FGD) with The Secretary of the Planning, Research and Development Agency for the Riau Islands Province, said that initially in the province there was already a border agency in the form of a border agency, but because there were directions to be merged, the structure merged into the Government Bureau. There is another central policy that requires the formation of a separate agency. He saw the policy of the center regarding the border as inconsistent. The expansion of the unit indicates that the business is strategic, because indeed the border issue, especially in the Riau Islands Province, is a very complex issue.

Based on an interview with the Head of the Border Management Section at the Karo Governance of the Riau Islands Province, it is known that the organizational structure authorized to manage the border in the Kepulauan Riau Province is diverse and not yet uniform, namely that in the form of a separate agency, it is only Natuna Regency, while in other City Regencies it is still in the form of a Section Head. Border (Kepulauan Riau Province which is under the Government and Border Bureau, Bintan Regency and Karimun Regency) and Head of Border Subdivision (Batam City and Anambas Regency).

The Head of the Natuna Regency Organizational Section (May 7, 2021) said that previously the border manager in Natuna was in the form of an office, but the nomenclature changed to BPPD. This was further explained by the Head of the Regional Border Management Agency (BPPD) of Natuna Regency, explaining further regarding institutions in Natuna Regency that the Regional Border Management Agency in Natuna was formed based on the Natuna Regency Regional Regulation Number 9 of 2018,

formerly the Border Management Agency, then changed its nomenclature to Regional Border Management Agency in accordance with the mandate of Permendagri Number 140 of 2017. BPPD Natuna consists of 3 fields, namely the field of implementation, planning and monitoring, also evaluation.

Procedures are steps carried out by an organization / agency to find a way out of a problem and in order to achieve certain goals. The procedures in this study are interpreted as methods carried out in relation to border management, which are carried out by the Riau Islands Provincial Government, Batam City Government and Natuna Regency Government. One of the steps that have been taken by the central government and local governments is the establishment of Strategic Areas which will have a major influence in addition to regional spatial planning, as well as improving the welfare of the people in the Riau Islands Province.

The Central Government is mandated by the Law of the Republic of Indonesia Number 32 of 2014 concerning Marine Affairs in article 43 paragraph (4) to produce a zoning plan for national strategic areas, zoning plans for certain national strategic areas and regional zoning plans between regions. It is explained in the Regulation of the Governor of the Riau Islands Number 1 of 2017 concerning the Regional Spatial Plan of the Riau Islands Province of 2017-2037, that the National Strategic Area (KSN) is an area whose spatial planning is prioritized because it has a very important influence nationally on state sovereignty, defense, and security. state, economic, social, cultural and/or environmental, including areas that are world heritage.

Provincial Strategic Area (KSP) is an area whose spatial planning is prioritized because it has a very important influence within the province on the economy, social, culture and/or environment. Article 60 explains in more detail that certain national strategic areas are areas that can be used as defense and security zones, world heritage sites, border areas and leading small islands, including the 19 leading small islands in the Kepulauan Riau Province.

The procedure carried out in Natuna District was explained by the Head of the Natuna Kesbangpol Agency, (4 May 2021) for this drug abuse eradication and prevention program, one of which was that the local government had proposed the establishment of the District National Narcotics Agency (BNNK) accompanied by an audience to BNN and submitted a letter of support from the Natuna Regent regarding land readiness, budget assistance, temporary office assistance and vehicle facilities. Geo-strategically, BNN RI has proposed Natuna to be prioritized

for BNNK development to the Ministry of State Apparatus Empowerment and Bureaucratic Reform.

Human resources is a vital actor in the administration of government because this element is the main driver in carrying out an activity. Therefore, it is very important to carry out renewal through an activity that supports and supports the improvement of the expertise of these human resources, both at the leadership level and at the employee level at the bottom or in carrying out technical work.

The Head of the Natuna Regional Border Management Agency (BPPD) stated that the Human Resources at the Natuna BPPD currently are not many, but it is considered sufficient, he has been assisted by officials in the region, in the sub-district and the local community. HR in the sub-district he said was good. The Sub-District Head of Back Padang also explained that the human resources they have are sufficient for now. Meanwhile, Human Resources in Pulau Laut Subdistrict, Natuna Regency, are said to have very minimal education, only 1 master graduate, but there are quite a lot of S1 graduates. However, the quantity or the number of human resources is considered sufficient in carrying out the task.

2. *Inter-Agency Cooperation*

Inter-institutional cooperation can occur at the local, regional, and central levels. It is based on horizontal cooperation and coordination between various border agencies. The case of the Indonesian state border which is on the Indonesian border with Singapore is the sea border in the Riau Islands Province which requires cooperation between related institutions which is coordinated by the National Border Management Agency. In this regard, as regulated in the Regional Government Law Number 23 of 2014 that state borders are the authority of the central government so that the central government is responsible for managing state borders.

The law and regulatory framework governing state borders in Indonesia cannot be separated from international law, so it is necessary to discuss the international legal framework related to state borders. The 1982 law of the sea convention, hereinafter referred to as the Hukla Convention, is an international (multilateral) convention whose participants include, among others, States, self-governing entities, and international organizations in accordance with the provisions of Art.1 Annex IX. Article 1 paragraph (5) of Law No. 37 of 1999 concerning Foreign Relations states: International organizations are intergovernmental organizations. The Hukla Convention legally binds Indonesia

based on Law No. 17 of 1985 and came into force in November 1994 (Art. 308 Unclos).

Basically, the participants of the convention are States. The definition of “participant state” in this multilateral convention is contained in Article 1 paragraph (2) of the 1982 Convention, as shown in the description below. The definition of “state party” is also found in the 1969 Convention on International Treaties (Law of the Treaties, 1969), although this convention on international treaties is only intended for agreements made between countries.

Related to cooperation activities between organizations, border management carried out in Indonesia, including in the Riau Islands, is carried out by BNPP and the Border Management Agency which is attached to the Provincial Administration Bureau and separate agencies in each district. Cooperation between institutions is not specifically regulated but is regulated in general through Presidential Regulation Number 44 of 2017 concerning the National Border Management Agency.

As referred to in the Integrated Border Management (IBM) concept that “...the implementation of inter-institutional arrangements can be done in various ways. Cooperation between border agencies often occurs on a voluntary and ad hoc basis as sudden challenges are addressed by joint ad hoc actions such as planning traffic flows at peak times or using more resources in areas that appear to be bottlenecks etc. Different border authorities often use MOUs as the basis for their cooperation. However, more advanced arrangements between institutions usually require a sufficient legal basis for action and may require legal amendments to various national laws”.

For the border area of the research locus where there is the Kepulauan Riau Province with five regencies/cities bordering the country, namely Karimun Regency, Batam City, Anambas Regency, Bintan Regency, and Natuna Regency. In these areas, involvement of actors in border area management have not been covered by a special regulation for coordinating the development of border areas so that each ministry/institution makes policies in accordance with their respective business processes. For example, the development plan prepared by the Regional Development Planning Agency for the Riau Islands Province, which stipulates the 3 outermost islands as border sub-districts, is not considered as a priority location (lokpri) by BNPP. The result is that the non-lokpri status has an impact on the distribution and allocation of the government’s development and improvement budget for the 3 islands.

Regarding the legal basis for implementing Inter-Agency Cooperation, there is no legal umbrella for implementing Inter-Agency Cooperation in border management, but rather making its own rules. The only legal basis is a presidential regulation establishing the BNPP which mandates coordination in the development of national borders. If there is a need for the Institution against other Institutions in the management of the border area, then what is done is to form a coordination team and/or an ad hoc Institution for the management of the border.

Institutionally, state border areas are formed by national and regional border management bodies that are authorized to a) determine policy on border development programs; b) determine the budget requirement plan; c) coordinate implementation; and d) carry out evaluation and monitoring. In relation to the implementation of the central government’s authority in the state territory law, it is carried out with assistance tasks as referred to in Article 10 paragraph (3).

The definition of co-administration as regulated in the regional government law in general provisions is an assignment from the Central Government to an autonomous region to carry out part of the Government Affairs under the authority of the Central Government or from a provincial Regional Government to a regency/municipal region to carry out part of the Government Affairs under the authority of the Region. province. Co-administration tasks according to Koswara (1999, 58-59) as “... providing the possibility to the government/regional government of a higher level to ask for assistance to the local government/local government of a lower level to carry out household tasks or affairs (regions with a lower level). above””. Bagir Manan (2004: 147), argues that household affairs in co-administration are only about the procedures for administering the assisted government affairs, while the substance remains in the assisted government units. In addition to the principle of co-administration, every year BNPP deconcentrates to governors in provincial areas located in state border areas through the head of BNPP’s regulation on Delegation of part of State Border Management within the scope of BNPP every fiscal year. The delegated powers include a) state boundaries; b) cross-border; c) development of border areas; and d) institutional.

Institutionally as well, BNPP as LNS or State Auxiliary organ formed by the presidential regulation on the mandate of the State Territory Law Number 43 of 2008 does not have the authority to execute and remember as in other LNS for example the Corruption Eradication Commission

(KPK), General Election Commission (KPU), and others. BNPP is only a function of coordinating the implementation of border development whose budget and allocation is with the technical ministry. In addition, there are also misperceptions between local governments in interpreting Article 361 of the Law on Regional Government of Indonesia Number 23 of 2014 (Indonesian Law Number 23 of 2014: Local Governance, 2014). This has resulted in the perception of local governments in managing state borders that differ from one another. As in the interview with deputy 1 of BNPP, that there are border provincial governments which in the 2020 fiscal year did not have a border development budget allocation in the APBD. This is done on the grounds that under the Regional Government Law, it is absolutely the authority of the central government.

In addition, institutionally, the regional border management organization, namely BPPD, has become as if it were an organization whose position was unclear. BPPD has the authority to help coordinate border development in the region while being a regional apparatus, not as an organ of BNPP in the context of deconcentration. In addition, based on the results of interviews with BNPP deputy 1 that the form and status of border management organizations in the regions are not fixed, there are border management organizations attached to government departments/bureaus, some are in the form of technical implementation units, and some are in the form of fields at the Agency of Unity and Politic and takes the form of a separate agency.

3. *International Cooperation*

International cooperation currently adheres to the concept of integrated border management as has been implemented in countries in Europe. The European Commission (EC) first coined the concept of Integrated Border Management (IBM) in the planning program of the Western Balkan States (European Commission, 2010).

The cooperation of European countries within the framework of IBM covers security and trade in the border areas between countries. Indonesia has collaborated with other countries, especially those directly bordering Indonesian territory, namely the Riau Islands Province with Malaysia and Singapore. Indonesia's cooperation with neighboring countries aims to improve the development and welfare of the people in the border areas. One of the collaborations between regions between countries is the Malaysia-Indonesia Social Economy (Sosekmalindo), between the Riau Province-Riau Islands, Indonesia, and Johor-Melaka Malaysia.

The cooperation between the two countries is within the scope of the province which includes the social and cultural fields; economy, trade, and communications; border security and management. Riau Islands and Singapore have also cooperated in the economic sector. International cooperation, both bilateral and multilateral, needs to be further encouraged in the context of effective and comprehensive border management with countries directly bordering Indonesia, especially in the Kepulauan Riau Province. As it is known that neighboring countries bordering Indonesia, especially in the Riau Islands Province are Malaysia, Singapore, and Thailand. Bilateral international cooperation that has been and is being held in the Riau Islands Province is the Malaysian-Indonesian Socio-Economic (Sosekmalindo) (Konsulat RI di Tawau Malaysia, 2018). The cooperation between the three countries for certain regions is the Indonesia-Malaysia-Thailand Growth Triangle (IMT-GT) (IMT GT, n.d.).

Regional cooperation between countries as implemented by the Riau Islands Province of the Republic of Indonesia and the State of Johor-Melaka Malaysia, the Riau Islands province has referred to the general guidelines for foreign relations and local governments as regulated in the Regulation of the Minister of Foreign Affairs of the Republic of Indonesia Number 3 of 2019 concerning General Guidelines for Foreign Relations. by the Regional Government. Cross-border surveillance and service systems to be effective, efficient, orderly, comfortable, and safe require a cross-border post (PLBN). PLBN is regulated in Head of BNPP Regulation Number 7 of 2017 and further typology is regulated in BNPP Regulation Number 1 of 2021 concerning PLBN Typology (Republik Indonesia, 2021). The Riau Islands Province Regional Regulation which shows the activity plan and implementation of the Sosekmalindo and IMT-GT cooperation, especially the management and development of the Karimata Strait is regulated in the Riau Islands Province Regional Regulation Number 8 of 2016 concerning the Regional Medium-Term Development Plan of the Riau Islands Province 2016-2021. The laws and regulations for international cooperation are basically regulated by the central government, while local governments are the executor of the implementation of the forms of cooperation in various fields required by the regions of the two countries.

Parties involved in international cooperation in Riau Islands Province include groups/organizations/institutions/offices from both the central and regional levels. At the regional level, including district and

city governments in the Riau Islands Province, the Regional Border Management Agency (BPPD) of Natuna Regency, at the provincial government level there are government and border bureaus, at the national level there is the National Border Management Agency (BNPP), the Ministry of Home Affairs, Ministry of Foreign Affairs. International cooperation between the Riau Islands Province and Malaysia in the framework of Sosekmalindo includes several parties, namely the Riau Islands Provincial Government, the Indonesian Ministry of Home Affairs, the Ministry of Foreign Affairs, the Republic of Indonesia, the Johor/Melaka State Government, and the Malaysian Ministry of Foreign Affairs.

The Sosekmalindo border cooperation agreement was formed in 1985 with the aim of improving the standard of living of border communities (Indonesian Consulate in Tawau Malaysia, n.d.). The Head of Cooperation (KK) for Sosek at the Indonesian Central Level oversees the KK Sosek at the Provinces of West Kalimantan, East Kalimantan, Riau and Riau Islands, covering the borders of Sarawak, Sabah, Johor and Melaka.

Based on the decision of the Joint Chair of the General Border Committee (GBC) of Sosekmalindo and to fulfill the joint socio-economic development along the West Kalimantan - Sarawak border, a joint Malaysia - Indonesia Border Socio Economic Development Committee, commonly known as the Malaysia - Indonesia Social Economic Working Group, was formed. On the Indonesian side, it was called KK Sosekmalindo. The bilateral cooperation between countries that has been held is Sosekmalindo at the provincial level between the Riau Islands Province and Johor/Melaka. Cooperation held in the social and cultural fields; economy, trade and communications; border security and management.

The mechanism of foreign cooperation relations in certain fields by local governments is regulated in the Regulation of the Minister of Foreign Affairs of the Republic of Indonesia Number 3 of 2019 concerning General Guidelines for Foreign Relations by Regional Governments. Based on these regulations, international cooperation with local governments abroad in the form of cooperation with twin provinces; cooperation with twin districts/cities; and/or other cooperation, based on the approval of the Central Government in accordance with the provisions of the legislation.

Sosekmalindo's cooperation was only limited to an MoU from the results of the annual meeting. The implementation has not been widely held. The guidelines for planning, management, coordination was still limited and based on the MoU and have

not been followed up in detail on the agenda for the cooperation between the two countries. This is because the implementation of activities starting from planning, especially in the Indonesian government is still convoluted. Due to the many binding regulations, local governments are constrained in carrying out these activities. The current procedure at the level of the Sosekmalindo organization is good. However, the procedure for managing cooperation between the central and regional governments is still through a long and wide bureaucracy which causes slow coordination and communication.

Integrity and a culture of discipline and insight into the archipelago are very much needed. on IBM-based border management. Human resources who have integrity with a high spirit of nationalism are needed so that the security and territorial integrity of the Republic of Indonesia is maintained. Based on the results of an interview with one of the residents of Tanjungpinang City, there are still foreigners who enter Indonesian territory to take fish in Indonesian seas illegally, but they can still enter because there are Indonesian marine security guards who protect them when they enter Indonesian territory. This shows that the quality of human resources with integrity needs to be further improved so that fishermen or foreigners are reluctant and do not enter Indonesian territory illegally.

Ideal Integrated State Border Management in Kepulauan Riau Province

Boundaries are distinguished in two main ways, namely the function of the boundary, and the shape of the boundary (physical). Functional boundaries are a manifestation of a system related to the differentiation between rights and obligations in an environmental setting. The differentiation of rights and obligations can be sourced from the existence of various social groupings such as culture, demography, language, religion, law, politics, customs, traditions, administration, jurisdiction, and so on. Basically, the object in the environmental order that gives rise to differences in rights and obligations is the territory. Functionally, in general, the boundary line is intended to separate several rights and obligations of the community, community members or the state over an area. The boundary line is an identification of the existence of these rights and obligations. These rights and obligations can arise based on the legal relationship of social groups (customary) with their territory, such as the environment of customary law communities.

In the sea there are no known boundaries regarding customary law rights, although traditional

fishing rights exist. This is because apart from the fact that concrete boundaries are never clear, they are never in accordance with the boundaries claimed by other indigenous peoples. Traditional rights in the waters of other countries which then involve the rights and obligations of that state can be accepted as legal traditional rights by that state, but the environment is given boundaries and other provisions that limit these traditional rights. This can be seen in the two 1974 RI-Australia treaties in the Timor Sea and the 1983 RI-Malaysia in the Natuna Sea.

Although the physical embodiment of the boundary itself is only a technical matter, the procedure for its determination requires agreement or following the principles laid down in international law. Boundaries between countries such as those found on the mainland of Europe, Africa, America, generally occur on the mainland, so that negotiators can choose for themselves what form they want, which is in accordance with the purpose of setting boundaries. There are those who choose the form of “artificial boundaries” or those who choose the form of “natural boundaries”, such as the terrestrial/aquatic geographic environment, flora or fauna, rivers, thalweg, coastlines, watersheds or other natural forms that are considered to be relatively permanent existence. For countries bordering the sea, the state boundary also functions as a “separator” of rights and obligations between the sovereignty of the country concerned and the sovereignty of international community entities.

The relationship between land and territorial waters of the state is not free from its relationship with international law. Although the territorial sea grows from national interests such as security, communication and natural resources, its determination is still carried out by the international community based on international law, in contrast to the land area including its inland waters. The people of nations can only recognize the full sovereignty of a country over its land and inland waters. Thus, the international community, of course, cannot regulate the rights and obligations of other countries in the land area and inland waters of a country.

The management of the outermost borders and small islands involves many stakeholders both at the center and at the (local) level, considering that these areas are still far behind from other regions and have always been the focus of various social vulnerabilities. The powerlessness of the central government in responding to the complexity of the problems in this area has led to the need for alternative searches that involve the roles of all interested parties. The failure of the system and the attention that applies

to the management of one dominant actor, namely the central government, still leaves this area still neglected and underdeveloped from various fields of development. The development carried out so far is still partial and very sectoral.

However, the coordination, integration, synchronization, and synergy of border management programs both at the central and regional levels have not been effectively implemented, as well as the ineffectiveness of institutional management efforts between countries to support cross-border activities and border management integration with neighboring countries and limited resources, supporters, and resources. human resources of border management agencies. the condition of the community around the state border, such as being separated from the attention of the local government and the handling of regional boundary problems, is the domain of the central government only. This fact shows that many policies that are not mutually beneficial support and/or are less in sync with each other.

Regarding the central government’s authority in border management so far, it has only been at the border gate which includes aspects of customs, immigration, quarantine, security and defense. Meanwhile, local governments have the potential to develop and improve borders other than these entrances. However, the authority is limited so that the government cannot play a full role in regional management. Another factor is the inadequate capacity in border management, considering that the handling is cross-administrative and cross-sectoral, so it still requires coordination from a higher hierarchy of institutions.

Indonesia’s borders to date have complex dimensions, there are several crucial factors involved in it, both in terms of state jurisdiction and sovereignty, political, social, economic, and state defense. There are three main issues in border management between countries, namely the determination of territorial boundaries both on land and at sea; border security; and border development. Many borders are subject to economic underdevelopment due to the absence of government and private programs and projects. The length of the boundary line both on land and at sea is very difficult to be monitored regularly by security forces. As a result, border violations, smuggling, and other illegal crossing of border activities are common. If the border is not immediately managed properly and effectively, of course the country’s sovereignty will soon be at stake. In addition, residents of border areas have emotional and socio-economic closeness who interact more with the people of neighboring countries.

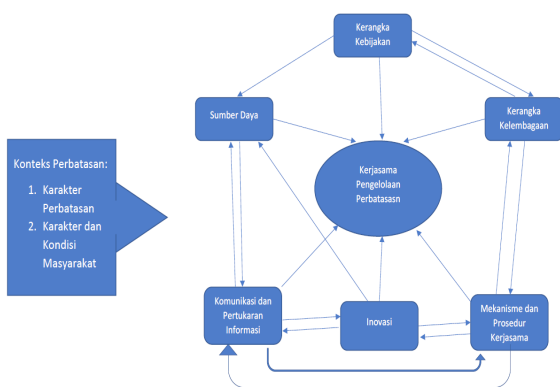


Figure 2. Ideal Integrated State Border Management

Some forms of integrated border management management such as IBM in the European Union do not pay attention to the characteristics of the border area. This is reasonable considering the character of the borders between countries have similarities. What is interesting is that Indonesia as an archipelagic country, has land and sea borders so that it requires different treatment from one another. The treatment can be started from a change in the perspective of border area development, which at first was sector-based, it would be better if it was regional-based. The consequence is institutional and budgetary changes. In order to realize this, of course, there will be many challenges, starting from the resistance of Ministries/Agencies to take some authority and development programs and border development, to the complexity of communication and coordination between organizations that have affairs in border areas.

Communication and exchange of information is an important dimension in border management cooperation, both internally, between organizations and international cooperation. By utilizing ICT coupled with public service innovations, it can minimize misperceptions between organs. Not only communication and information exchange, cooperation mechanisms and procedures can also be made more effective through innovation, both infrastructure and stakeholder networks.

CONCLUSION

Integrated Border Management (IBM) in improving the welfare of the people in the Riau Islands Province can be seen from a) The existence of the Regional Border Management Agency (BPPD) in the border areas at the provincial, district and city government levels is substantial, but only the Regency The new Natuna takes the form of a body; b) the role of BNPP as a non-structural institution as a forum for coordinating the implementation of development in border areas is indicated by the determination of

development priority locations (lokpri) that are not in accordance with the real conditions of areas directly bordering neighboring countries; and c) regional cooperation between countries directly adjacent to the Riau Islands Province such as Sosekmalindo and IMT-GT there are already planned activities resulting from annual meetings with the countries involved but the implementation of activities is still not widely held in the Riau Islands Province.

The development of border areas using the IBM model will be maximized if a) It is necessary to establish separate Regional Border Management Agency (BPPD) at the Provincial, Regency and City levels that are directly adjacent to other countries so that accelerated development and community welfare can be achieved immediately and minimize social inequality; b) determining the priority location of the Special area for sea borders, it is necessary to make adjustments to the basic considerations which were initially in the form of the outermost sub-district, becoming the outermost island or island group so that there is no difference in data between the central government in this case BNPP and the regional government of the Riau Islands Province; c) the implementation of regional cooperation activities between countries needs to be followed up with clear implementation plans for each activity every year, whether it is the division of tasks for which parties are involved, budgeting, targets and results achieved.

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