

**DECENTRALIZATION OF STATE BORDER GOVERNANCE: Relevance of
Decentralization and Synergy of Border Governance (Case Study: Oecusse-Timor
Leste - North Central Timor / Kupang Land Border - NTT - Indonesia)**

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Abstract. The governance of Timor-Leste's – Indonesia land border are inseparable from the loss of East Timor as an independent nation of the year 2002. The issue of the border become a diplomatic issue and growing sectors; security, politics, trade, economy, social and cultural. The dynamics of the border is not only oriented to human traffic and goods between countries, but also have implications for on the quality of human life, with social-culture. The border has strategic potential especially security aspects, economic, political and socio-cultural. The frontier region is inhabited by the people of the two countries became the responsibility of the Central Government and regional/Municipal that requires government and synergy Manager component of the border to change the way of thinking of the border area the political-security gates economic, socio-cultural. The border area has strategic potential in international trade. But the economic potential that has not been earthed and human resources that have not been adequately. But the opportunities to increase people's income through cross-border trade and sinergisme governance between the Central Government and the regions, as well as components on the border, with the coordination of the two countries have not been going well and effectively. Case study on the border with Timor-Leste's Oecusse-TTU/Kupang Indonesia with qualitative approach to the policy analysis.

Keywords: Decentralized Governance of The State Border; The Relevance of Decentralization; Synergy Border Governance

Introduction

The issue of the governance of Timor-Leste's – Indonesia land border is inseparable from the loss of East Timor as an independent nation of the year 2002. The issue of the border become a diplomatic issue and growing sectors; security, politics, trade, economy, and social and cultural. The dynamics of the border is not only oriented to human traffic and goods between countries, but also have implications for on the quality of human life, with social-culture. When, the Government to realize national interests at the forefront as a border State, but the region as a part of the administration should be given the authority to organize, manage, to harness the potential of the border, as a gateway to economic regions,

to prosper the community borders, nor as a model of relations social-culture the community border.

For approximately 450 years into Colonialist Portuguese, and 24 years, integrate with Indonesia, East Timor eventually chose separated and independent. The poll was carried out on 30 August 1999 under the supervision of the *United Nations Mission in East Timor* (UNAMET). The poll results indicate 344.580 (78,5%) the people of East Timor chose independence as the State of, and only 94.388 atau (21,5%) vote received extensive autonomy option. Next, followed by international recognition upon the independence of East Timor on 20 May 2002 as a sovereign independent country with official designations *The Democratic Republic of Timor Leste* or *Republica Democratica de Timor Leste* abbreviated *RDTL*.

Other issues relate to the border, especially on the land issue as a unique. *First*, the border around the area of Oecusse-Ambeno-i.e. an "Enclave" separated about 60 – 80 kilometers from the capital of Timor-Leste. *Second*, the border along which divides 149.9 km island of Timor into West Timor and East Timor.

Timor-Leste and Indonesia have managed to sign a land boundary line through *Provisional Agreement between the Government of the Republic Indonesia and the Government of Timor Leste on the Land Boundary* on 8-9 April 2005. This refers to the signing of the agreement between the Netherlands and Portuguese on the border of the two countries on the island of Timor, the year 1904. The same understanding, that the problem of the determination of territorial boundaries should get priority in security deliberations, particularly territorial side is having an impact in managing the border region of the country each.

Based on strategic issues in the management of border areas of the country during this time, there are some issues that are prominent in border areas, as follows:

1. Still a border dispute in the area of "Enclave" Oecusse in Bijael Sunan/Oecusse with TTU and Oecusse/Naktuka with Oepoli/Kupang.
2. Conditions of the communities in the border region still lags behind, good human resources, economy and community.
3. Still lack koordiansi between sectors in the border and still high on the border of law violation, such as; cross-border without the documents or documents have expires, as well as misuse of Border Crossing Passport or PLB.
4. Not yet optimal synergy management of the border, include; institutional, authority and program.
5. The emergence of points across borders illegally, immigration resources and limitations which enlarges the occurrence out of illegal migration.
6. The Still low level of professionalism and the mental apparatus (stake holders) of the Central Government and the regions as well as the security apparatus at the border outposts.

Decentralized governance of the state border

In research, Hermann Kreutzmann (2008) his studies of: “*Kashmir And The Northern Areas of Pakistan: Boundary-Making Along Contested Frontiers*”. Focus on the history of the Kashmir border with Pakistan's North since the XIX century with *The Great Game* which is the primary source of conflict and war. And how to identify the stages of development and policy history is the history of the relics *The British Raj* over the entire Kashmir conflict. With the history of this border dispute for more participatory approaches with autonomous entities more directly with the administration of constitutional. The using base analysis the management, development and construction of the area of the border security approach, history, economic growth and welfare.

While Geoffrey Hale (2009) in his research entitled: “*In Search of Effective Border Management*”. This research focuses on effective border security is compatible with the efficient management of border processes to allow free flow of low-risk people and goods for the purpose of mutual benefit between countries. Economic shocks suggests that neither America nor Canada can take prosperity and economic security that is given of the activities of the border.

Ane Permatasari (2014) in her analysis “*Otonomi Khusus Daerah Perbatasan, Alternatif Solusi Penyelesaian Masalah Perbatasan Di Indonesia*”. Saying that the area was part of the border that is inseparable from the area that was formed with the Act, then that arrangement, development and construction of the area of the border is something/thing that is very important and fundamental in the order the acceleration of the implementation of the national development and community service, as well as a aims to improve the welfare and standard of living of the community. The main problem of people living on the border is the lack of infrastructure and welfare which led to border communities are interested in crossing over to any other country that looks more prosperous.

Based on these studies it can be concluded that the idea of Decentralized Governance of the border is the stage of the history of the formation of a policy of autonomy based on the Foundation of the Constitution which has a function of the flow of people and goods for the benefits of prosperity, security, and prosperity of the Community frontier.

The relevance of decentralization

In Chapter Introduction written by: P.S. Reddy, Shamsul Haque and Michiel de Vries in the book entitled: *Improving Local Government Outcomes of Comparative Research: Governance and Public Management Series*; mention that at the international level, the local government is experiencing a process of fundamental political, economic and technological change in response to the urgent challenges that must be addressed, including urbanization, globalization, poverty, community safety, environmental issues, finance, sustainability services, and so on. Therefore, the Government of the city (municipal

governments) that is global brought pressure to promote the development of their area, and more importantly, improve the quality of services to the local population.

In Research Keith L. Miller (2000) about: *“Effective Local Governance: Innovative Approaches To Improving Municipal Management Montego Bay, Jamaica*. The Caribbean countries is a combination of small countries, the legacy of colonial, the relative underdevelopment of countries, vulnerability to external forces such as globalization, as a distinctive Country Sub Regional context application decentralization, local government and public participation/community that are relevant for development and pemerintahan in the Sub Regional. The issues summed up in this study are; (1) a local government system that is democratic, participatory, has a Constitution, enjoyed autonomy in local affairs, enjoying self-sufficiency income/resources, (2) recognizes the existence of a classical model of local government/Orthodox approach decentralization on some Member States, (3) devising financing models that offer real financial autonomy for local governance that enables local Government can respond to the needs of the local/local priorities and applying innovation to local issues (4) promote policies increasing the share of local Government of the gross income of society.

While Scott A. Fritzen and Patrick W. O. Lim (2006) in him research entitled: *“Problems And Prospects Of Decentralization In Developing Countries”*. Concludes that; decentralization of administrative development approach as a conceptually important in development discourse on developing countries. Concentration on four principal issues, namely the issue of decentralization, the impacts of decentralization against macroeconomic imbalances, the stability and political accountability. Research conducted in Myanmar with secondary data analysis. From this research it can be concluded that the implementation of the decentralization policy needs to pay attention to the issue of decentralization the subject matter itself, how the impacts of decentralization for inequality, macroeconomic stability as well as to the stability of the politics in developing countries particularly the countries experiencing prolonged conflict and was trying to build cooperation and trust of local institutions and representatives of international institutions.

From these studies it can be concluded that the relevance of decentralization as an international phenomenon that reach out to local government experienced a process of fundamental political, economic and technological change, such as; urbanization, globalization, poverty reduction, community safety, environmental issues, finance, sustainability services, and so on. Decentralization of administrative development approach as a conceptually important in development discourse on developing countries.

Synergy border governance

In General in the development of the area of the border needed a pattern or framework handling thorough border area (holistic), includes various factors and development activities, as well as coordination and cooperation are effective starting from the Central Government to the level of a regional/district/city. Pattern handling can be

elaborated through policy formulation from the macro level to the micro level and compiled based on participatory processes, either horizontally in the Centre as well as vertical with the local government.

The design of the border area development policy has not been carried out. This has not effect on the details of reference that should be used throughout the parties involved. In managing the border, there are several approaches used include traditional and non-traditional approach (Barry Buzan, dkk, 1999). The traditional approach is more focus on the efforts to build the country's security by relying on the power of the weapon. The military was deployed to guard the border so that the various threats to the integrity, security and sovereignty of the country such as smuggling, the passage of the boundary illegally, and so on can dieliminir.

While more non traditional approach focussing on the strengthening of the security of individuals as the main capital in managing the border. The efforts of the fulfillment of basic human needs such as the need for food, the housing habitable, education services and quality healthcare, infrastructure development that others become the main target. So, the components that play a role in maintaining the security of not only military, but also non military (Sanak, 2012,126).

Jailly-Brunnet views in the debate on the functioning of the border itself is more giving more weight on this aspect of social, not merely on political aspects. Through changes in the understanding of the function of this border, believed by Brunnet-Jailly will be able effectively to reduce tension in the border areas (Brunnet-Jailly, 2005:636). The View of Brunnet-Jailly is also supported by Boggs specifically see economic activity at the border, which according to his view the border region should able to create a balance of the economy. Social interactions are formed through the mechanism of economic activities at the border, can minimize the possibility of security disturbance happens (Boggs, 1940).

Based on the above description can be drawn the conclusion that the concept of the border was born along with the formation of a country which becomes a boundary demarcation to determine the sovereignty of a country. While the concept of the border between the autonomous region (district/municipal) of a newborn after a new nation was born. The emergence of the border between the autonomous regions are essentially born since a new autonomous region was formed under the laws of its formation. In the context of this research, then the border can be understood as a limit State and territory administration enclave "enclave" that require inter-departmental management as well as synergy between two sovereign nations. In the context of this synergy, the border area of Oecusse-Ambeno as the line dividing jurisdiction of an area adjacent to the country of Indonesia but is in enclave in order to service to people who live in the region border or cross the border line.

Methodology

The methods used in this research is qualitative research. This research more policy research, namely the existence of a policy issue, and this policy is generally owned by the administrator/Manager or decision-makers in an organization.

The dynamics of the border is one of the cases that are inherent in the Oecusse-Ambeno regional areas. Policy research about the relevance of decentralized governance and synergy Oecusse-Ambeno border is not aiming to generalize and will not test a particular hypothesis. Study of the relevance of the policy of decentralization and synergy borders is expected to get an in-depth and comprehensive in expressing this research object.

Case study area boundary will be focused Oecusse-Ambeno border with Indonesia good cross border post of Bobometo (Oecusse) and Napan (TTU), Sacato (Oecusse) and Wini (TTU) as well as the traditional boundaries that are defined by the Treaty RDTL-RI about the limits that can be traversed by using the Border Crossing Pass (cross border Passport/PLB) throughout the territory of Oecusse Ambeno-limit.

Decentralized governance of the state border

a. The basic concept of decentralization

The concept of decentralization has a broad and diverse meanings depending on the discourse and the issues that will be examined. According to UNDP (1991:1) defined that "... Decentralization, or decentralizing governance, refers to the reconstructing or reorganization of authority so that there is a system of co-responsibility between institutions of governance at the central, regional and local levels according to the principle of subsidiarity, thus increasing the overall quality and effectiveness of the system of governance, while increasing the authority and capacities of sub-national levels... Decentralization could also be expected to contribute to key elements of good governance, such as increasing people's opportunities for participation in economic, social and political decisions, assisting in developing people's capacities; and enhancing government responsiveness, transparency and accountability.

Decentralization can be defined as the transfer of authority and responsibility for public functions from the central government to subordinate or quasi-independent government organizations or the private sector (Rondinelli, 1999: 2). In the classical sense, this concept, which refers to the transfer of authority, responsibility and resources from central government to local governments, has a decisive role in central government-local government relations (Eryilmaz, 2011: 103).

"... While decentralization or decentralizing governance should not be seen as an end in itself, it can be a means for creating more open, responsive, and effective local government and for enhancing representational systems of community - level decision making. By allowing local communities and regional entities to manage their own affairs, and through facilitating closer contact between central and local authorities, effective systems of local governance enable responses to people's needs and priorities to be heard,

thereby ensuring that government interventions meet a variety of social needs. The implementation of SHD strategies is therefore increasing to require decentralized, local, participatory processes to identify and address priority objectives for poverty reduction, employment creation, gender equity, and environmental regeneration.”

A similar definition is expressed by Turner dan Hulme (1997:152), that *a transfer of authority to perform some service to the public from an individual or an agency in central government to some other individual or agency which is ‘closer’ to the public to be served.*

Decentralization has a wide variety of purposes. In general these objectives may be classified into two important things, namely the enhancement and effectiveness of the Organization of the Government (structural efficiency approach model) and increased public participation in Government and Development (local democracy model approach). Each country often have different weight in the point objectives desentralisasinya. It is determined by the agreement in the Constitution against the growth direction (direction of growth) that will be achieved through decentralization. Even within a particular point weight goal of decentralization in each country will experience the difference.

b. Oecusse ambeno special autonomous: aspects of the administration and economy

Decentralization with Specificity Oecusse-Ambeno can be viewed from two aspects. ***First, Administrative-Historical Aspect.*** From the administrative side that Oecusse-Ambeno has become a separate territory from the local kingdoms on the island of Timor, namely Beno Sila. The region of Oecusse-Lifau has become its own administrative before the arrival of the invaders on Portugal in 1515. The arrival of this region remain serve as the center of the Catholic Church and the seat of Government. History of the landing of Portugal August 15, 1515 on the island of Timor, namely Oecusse or Lifau after crossing from Larantuka-Flores-Solor with the purpose of spreading the teachings of Catholicism on the island of Timor, trade and looking for spice or produce, as ; sandalwood. As well as at the beginning of the colonial power to invade and spreading from Hala Bala. Lifau/Oecusse throughout Timor island to 1876 before moving on to Dili due to begin going power struggle with the Netherlands and the local community resistance. Oecusse-Ambeno remains one of the regencies in East Timor at the time of integration with Indonesia with the name taken from the name of the Ambeno Regency King Beno Sila. At the time of independence of Oecusse-Ambeno remains the Municipal of RDTL which consists of 4 districts, 18 villages, with a population of 64,524 (population census and household RDTL 2010).

Second, The Economic Aspects. Layout of the Oecusse or Lifau on the North coast of the island of Timor has beautiful sea and has been a trading centre and port city on the island of East Timor before the Netherlands opened the port of Kupang. As the entrance and the port city, the area was made a trading city by Chinese traders, Makasar, Rote. In relation to its strategic location, in World War II as a defensive fortress Oecusse Australia

to fight against Japan. The area is known for the "Enclave" Oecusse located and left by three Belu, North Center Timor, Kupang –Savu sea – NTT Indonesia.

Synergy governance of oecusse ambeno with NTT Indonesia: land border.

a. The concept of synergy border governance

Synergy comes from the word synergy, also could be called synergism or synergists. Synergy is an activity or joint operation. Synergism is doing the activity or joint operation. Synergy is a cooperation of the elements or parts or functions or the Agency or agencies that produced a goal better and greater than done himself. Synergy in close results mean the cooperation of various elements or parts or groups or functions or agencies or institutions to get close to better results and greater. Many are in the produce of the synergize them is the creation of mutual respect and the implementation of a task or duty is becoming more and more efficient.

Terms of boundary and frontier are distinguished. The boundary is defined as "an international boundary marks the outer limits of the area over which the government has sovereignty" (Carlson, 1960), which marks the limit of the most outer part of the territory which is ruled by a country. While the frontier is a boundary or a dividing line between the two countries. Boundary have meaning into (intern), while the frontier means the limits of the relationship between the two neighboring countries. If "a boundary is a line, separating the factor, which is the inner-oriented" then "a frontier is a zone of transition, an integrating factor" (Alexander, 1966).

b. The characteristics of the border region

According to Giroux, H.A. (2005), in his analysis of *Border Crossings: Cultural Workers and the Politics of Education*, States in the context of global market growth aselerasi indicate the existence of a principle of openness. The development of the border is viewed as urgent, it is visible from the magnitude of the gap between rich and poor nations that led to conditions of stability and security. The change of paradigm of contemporary border can be seen from the importance of security in order to approach global threats. This effort is understood as an increase in the favorable cooperation with fixed fktor consider security in anticipation of the impact of any losses arising out of the principle of openness in the area of the border.

Next, Rumford, C. (2006) in his studies of 'Borders and bordering' that border security in the context of border or within the context of a network, both approaches may be used, however the thing to note is the nature of that region moved and spread. These conditions result in the existence of a tendency for mutual crossing, some important things related to our point of view regarding the border region depends on a few things, namely; 1). What is in the border region, 2). What political conditions there, 3). How is the relationship between Governments and social community within it.

c. The functions of the border region

According to Guo (2005) the functions of the border region there are 3:1) as a function of Legal, where the border dividing the Territory formally within the authority of the State; 2.) as a control function, which recorded his every activity on the border as government control; 3). As the functions relating to Fiscal, financial functions in a State. Meanwhile, according to Van Well (2006), the functions of the border region include: 1) as a Barrier breaker, that is clearly divided on economic aspects, administration, law, culture and psychology; 2.) as a bridge, is a bridge program/strategic networking, capacity building, 3). Resource limits (resources), namely the existence of economic and political opportunities in the utilization of resources in both areas, 4). As the symbol identity, a symbol of the identity of a nation/country/region.

d. The impact of government policies in the management of the border

Until recently, Government policy in the border region of RDTL-RI in the region of Oecusse-Ambeno with TTU/Kupang – NTT still has two zones limits are still negotiated i.e. Bijaelsunan and Naktuka. Old issues at the border is still often the case, such as; the seizure of the land of lawns, cross-border illegal, illegal economic activity, socio-cultural relations, and the remnants of the exodus of the society in the region. The various impacts of the implementation of the policy of RDTL-RI in the border region, fundamentally still presents a potential threat with a small escalation, compared to the independence of East Timor. But with use policy Paport cross border or Passport thus have an impact on the increasing cross-border illegal residents, illegal economic activity, a variety of perkiosan, both for the smuggling and selling of motor vehicles, as well as the impact of broader negative. However there is also no denying that progress is built in the border region in accessing the relations both at the border communities without causing security problems and criminality.

e. Social and community resilience synergy border.

According to Adger (2000:349) Social resilience, it can be defined as the ability of the group or community to be able to resist interference from outside or changes in social, economic, political and environmental issues that can change the order of society or social structure. The ability of the community is not just to address the risks and impact, but also recovered power/ability to rise quickly to changes, even continuing to growth experience (Community & Regional Resilience Institute, 2013). More then, Keck and Sakdapolrak detailed social resilience in three dimensions/stage, namely the ability to overcome the existing problems (coping capacities), the ability to learn from the past and adjust to be able to accept the challenge in the future (adaptive capacities), as well as the ability to create an institutional may encourage sustainable community resilience in the present and the future (transformative capacities) (Markus keck and Patrick Sakdapolrak, 2013).

Conclusion

Decentralization and governance border synergy can accelerate the development of highway infrastructure, the flow of electricity, clean water needs, reproduce the traditional markets in border areas in order to make the transaction easier cross country do. Market access limits could reduce illegal trade (smuggling) and anticipation of the illegal activities that jeopardize the safety of the people, as well as stem the volume of goods passing through calculated not counterfeit.

To prevent rampant smuggling in the border area of Oecusse-Ambeno with Indonesia that the people are still brothers, then the need to maximize the use of Passport Crossing Border for traders and people's traditional/regular mutual visit. Keep an eye on the abuse of the PLB for business that avoid the payment of taxes and levies. Postal facilities and infrastructure increased reporting of cross-border and cross-border reporting Post should be available in accordance with the needs of human resources as well as equipment.

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