

# Model Implementation of Infrastructures Development Policy for Backward Community Empowerment at the Border Area in the District of Malinau, North Kalimantan

Udau Robinson<sup>1</sup> Sumartono<sup>2</sup> M.R. Khairul Muluk<sup>2</sup> Adri Patton<sup>3</sup>

1. Administrative Science, Faculty of Administrative Science, Brawijaya University, Indonesia Jalan M.T. Haryono No. 163 Malang, East Java , Postal Code 65145, Indonesia
2. Department of Public Administration, Faculty of Administrative Science, University of Brawijaya
3. Faculty of Social and Political Science, Mulawarman University, Indonesia

\* E-mail of the corresponding author: [udaurobinson@gmail.com](mailto:udaurobinson@gmail.com)

## Abstract

The causing factors of the underdevelopment of the border area are their geographical locations that are relatively remote from the center of economic growth. The other factor is lack of competent human resources so that they could not be able to manage the available potential natural resources. Therefore, one of the policies which should be immediately implemented is the policy on the development of infrastructures in every aspect in order to open the isolation and give chances for the border area to build interaction with the center of economic growth outside the region.

**Keywords:** infrastructures, empowerment, border

## 1. Background

Infrastructures development has some important functions, which are: (1) break up the isolation of the areas; (2) increase the activities and support the economic continuity; (3) ease the access to the make use of technologies and social benefit, such as education, medical, government, and etc; and (4) the improvement on mobility and also social contacts between inhabitant.

Whereas, the required cost for infrastructures development is quite high. The study conducted by Bappenas shows that in five years (2005-2009), in order to support the economic growth for about 6 percent, it needs the infrastructures investments for about 613.2 trillion rupiahs. That amount is so big, compared to the amount of PDRB in 2002 which is only 1,610 trillion rupiahs (based on the available price). This gives a difference in the investments as much as 266.7 trillion rupiahs (Kompas, December 2006). Related to the grant for Village's Infrastructures Developmental Program (*Program Peningkatan Infrastruktur Pedesaan-PPIP*), government has prepared the fund of 460 billion rupiahs that would be shared to 1.840 villages in four provinces (Suara Karya Online, Wednesday 19 July 2006).

District of Malinau which becomes the location of research is one of the backward areas. As a region in the isolated area, it has main problem in the development of its economic growth, as that happened at the other border areas in Indonesia, which are: (1) low flow and accumulation of investments in the production activities; (2) underdeveloped economic institutions to support investments, production, management, and distribution; (3) the powerless business world and UKM (Small Business Unit-Usaha Kecil dan Menengah) to develop the local business and make use of the available natural resources; (4) underdeveloped cooperation between government, business world, and community in developing local business and utilizing the local natural resources; and (5) limited fund to support the investments in business activities and make available of public facilities. These whole problems causing district of Malinau as a backward area with less ability in creating business opportunity, working opportunity, and increasing community income, or even the local income.

Infrastructures development, especially in the villages at the border areas, faces a problem which related to high developmental cost as a result of the expensive basic materials. Therefore, there are many physical projects, such as school buildings , governments' offices, and port, which is still built on woods as its materials, since it is easy to get and relatively cheap. Meanwhile, the supplies of certain woods are getting difficult to get and has become another problem for the infrastructures' development in the villages at the border areas.

## 2. Research Problems

Based on the background that has been explained, the researcher formulated some problems as follow:

- (1) How does the implementation of infrastructures developmental policy of the villages at the border areas?
- (2) What are the factors that support and impede the implementation of infrastructures developmental policy of the villages at the border areas?
- (3) What are the impacts of the villages' infrastructures development toward the empowerment of the community at the border areas?
- (4) How is the model of the implementation of villages' infrastructures development that could empower the community at the border areas?

## 3. Research Purposes

This study aims to describe and analyze comprehensively about:

1. The implementation of infrastructures developmental policy of the villages at the border areas
2. The supporting and impeding factors of the implementation of infrastructures developmental policy of the villages at the border areas
3. The impacts of the villages' infrastructures development toward the empowerment of the community at the border areas
4. Develop the model of the implementation of villages' infrastructures development that could empower the community at the border areas

## 4. Review of Literature

### 4.1 Policy Implementation

According to Horn, as quoted by Abdul Wahab (1997:65), policies implementation are those actions public or private individuals or group that are directed at the achievement of objectives set forth in prior policy decisions. Process of implementation is consists of:

- (1) The legalization of constitutions and followed by the policies' output in the form of policies' implementation by the agencies that implemented those policies;
- (2) The loyalty of the target groups toward those policies;
- (3) The real influences, both the expected and the unexpected ones from the output of the policies;
- (4) The influences of the policies as what have been described by the agents who built those policies;
- (5) Do the important upgrading on the constitutions/policies.

Lineberry (1978:70) explained that process of implementation should, at least, have the elements as follow:

- (1) The creation and composition of new agent's employees in order to implement the new policies, or give the implementation's responsibility to the available agents or personnel;
- (2) Translate the mean and purpose of legislative into good operational rules; it also needs to develop a guide for the executors;
- (3) There should be a coordination between human resources and expenditure at the target group; it also needs improvement of the divisional responsibilities inside the agents and between agents with the other related agents; and
- (4) There is should be an allocation for resources in order to achieve perfect policies' impacts.

There is always a difference between what is expected by the policies' maker and what happened in the field along the process of implementation of the policies. This condition called by Dunsire (1978) as implementation gap. The size of the gap will depend on its implementation capacity of the organization or group that has the duty to implement those policies (Abdul Wahab, 1997).

Objectively, public policies actually has a failure risks. Definition of failure in policy by Hogwood and Gunn (1986) has been divided into two categories, which are: (1) non implementation; and (2) unsuccessful implementation. Non implementation policy has some reasons such as: (a) that policy could not be run as the

plan; (b) there is a possibility that the involved parties do not want to cooperate; (c) inefficient work; (d) could not master the problems and it is outside the authority; and (e) the existing obstacles could not be handled anymore.

While the unsuccessful implementation has some reasons such as: (a) the unsupporting external conditions; (b) that policy could not give the expecting results. Usually, policies that has risks to fail caused by some factors such as: (1) bad execution, which means that executors do not have the appropriate skills that suits with the demands of the policy, and they have not mastered the content of the policy to authorize the target of the policy; (2) the policy do not reflect the public needs and only shows the expected targets that want to be achieved, or it is already a bad policy; and (3) because of the policy could not fulfill the community's hope, then it is a bad luck policy (Abdul Wahab, 1997:48).

#### 4.2 The Urgency of Infrastructures Development

Physical infrastructures development is a vital matter in the community and area development in a region since it functions as a means to accelerate and support the life and living of those community. For example, build road and bridges has an important function in speeding up the development's speed, which some important benefits, such as: (1) open up the isolation of the area; (2) improving activities and support the acceleration of economy in the area; (3) ease the access to use technology and social make use, such as education, medical, government, etc.; and also (4) improving mobility and social contact between people.

Infrastructures have a very important role in the economic system. It means that the better the infrastructures' condition then the better its influence to the economic condition. Infrastructure is a nerve for the economic condition which determines the economic flow. If a certain area has good infrastructures, then it can be said that the area has a strong economic condition. Otherwise, if an area has bad infrastructures, then it can be said that its economic condition is also not too good. Furthermore, the infrastructures policy could become government's main strategy in the economic improvement as the motor locomotive.

Nowadays, many villages' infrastructures development are done through Program *Nasional Pemberdayaan Masyarakat Mandiri* (PNPM-Mandiri)<sup>1</sup>, especially through the program *Pembangunan Infrastruktur Pedesaan* (PIP)<sup>2</sup>. Villages' infrastructures development consist of: (a) improve the transportations infrastructures in the village in supporting the people accessibility, which are: roads, bridges, footbridge, and mooring buoy for boats; (b) build the infrastructures that could support the farming production, which is irrigations; and (c) build the infrastructures that could fulfill the basic needs of the people in the village such as fresh water supply and sanitary. Since 2005, PIP had been implemented in 12.834 villages, 427 districts/cities in 33 provinces. The infrastructures that had been built consist of road/bridges, mooring buoy for boats, footbridges, and supply for boats in 10.756 villages, simple irrigation in 1.163 villages, electricity for 110 villages (Balitbang PU, 2009).

The focus of this research is on the policy of infrastructures' development in the villages and its impact toward the empowerment of the people who live in the border areas. It is related to what extent that the program of villages infrastructures' development could be able to repair the economic condition of those people, and able to improve the people's accessibility to the available public services.

#### 5. Research Methods

This research examine about the implementation of the policy on villages' infrastructures development and then to examine its relation with the empowerment of the isolated community who live at the border areas of the District of Malinau, North Kalimantan. The scopes of this research consist of: policy on infrastructures' development that has been implemented, the impact of infrastructures' development, the supporting and inhibitor factors, and also the model of policy implementation on the infrastructures' development at the border areas.

This research was conducted in sub-district of Kayan Hulu, district of Malinau, North Kalimantan that consists of three villages, which are: Long Nawang Village, Nawang Baru Village, and Long Temunyat Village. Data collection is done through observation, interview, and documents investigation. Data validation is examined through four criteria, which are: credibility, dependability, confirm-ability, and transferability. Data analysis process is conducted by following the model of Interactive Data Analysis proposed by Miles and Hubberman

---

<sup>1</sup> National program for Autonomous Community Empowerment

<sup>2</sup> Program for develop villages' infrastructures

(1992), in which analysis is conducted time to time as long as the data are collected in the field until the data collection is done. The stages of analysis consist of: data reduction, data display, and drawing conclusion.

## 6. Research Result and Discussion

### 6.1. Implementation of Villages' Infrastructures' Developmental Policy in the Border Areas

In general, the implementation of the villages' infrastructures' development policy at the border areas has been well conducted. It could be seen through the existence of policy's purpose and the management strategies of border areas. Besides, there is also participation from the community in the formulation process of the policy's purposes that are communicated in the policy of *Gerakan Desa Membangun (Gerdema)*<sup>3</sup>, and also through the formulation process of the plan and strategy of the village's development through the *Musyawarah Pembangunan Desa (Musrenbangdes)*<sup>4</sup>. Community also get involved in its implementation by arranging and undone the evaluation with the Villages' Government agents. The effectiveness of villages' development policy at the border areas also proven by the positive impacts in the form of improved accessibility of the village's community, support toward the farming productions, and the fulfillment of people's basic needs.

The existence of policy's purposes and the strategy of border areas management shows that what has been done by local government strengthen the statement from Dye, Edwards, and Sharhansky, and also Anderson (Islamy, 1997) where the nation's policies are policies developed by institutions or the government's agencies. Nation's policies are series of actions that have a certain purpose that obeyed and implemented by an actor or groups of people to solve a certain problem.

Village's infrastructures development at the border areas is in line with the village's developmental concept proposed by Word Bank and Asian Development Bank which stated that village's development is when the infrastructures' development based on the quality gap of infrastructures between city and village. That concept, later, often be integrated and known as village's developmental concept.

Concept on village's infrastructures development basically has double purpose which is as an effort to empower the community and also to supply the public utility infrastructures. That concept does not stand alone, but it is a combination between the concept of empowerment and good management.

Based on that research result, a proposition could be drawn as follow:

#### Minor Proposition (1):

The effectiveness of the implementation of villages' infrastructures development policy is determined by the purpose of the border areas' management policy, management strategy of border areas and the villages' infrastructures development which aimed to improve accessibility, support farming productions, and support the fulfillment of basic needs.

### 6.2. The Supporting and Inhibitor Factors of the Implementation of Villages' Infrastructures Development Policy at the Border Areas

Implementation of the villages' infrastructures policy at the border areas has not gained a maximum support, especially because of the low quality of human resources, so that it still needs a guidance from the villages' officers that comes from *Satuan Kerja Perangkat Daerah (SKPD)*<sup>5</sup>. Even so, the implementation of the policy has been done participative, so that the community will have sense of belonging and could also feel the benefit of the infrastructures' building. The main inhibitor factors usually about the weak coordination inter-SKPD so that causing an overlapping of the activities. The obstacles that still hard to be handled is the geographical condition in which the areas are so isolated so that it is difficult for land transportations and causing the expensive price of the daily needs and the basic materials for the infrastructures.

Internal and external support and obstacles in the building of villages' infrastructures as found in this research strengthen the statement from Korten (1983), as quoted by Setiawan (2003), which stated that there are some factors that could affect the community participation in development. Those factors could be categorized into two categories, which are internal and external factors. Internal factors are factors that come from the inside of community which has influence in the community participation program. Meanwhile, the external factors come

<sup>3</sup> Village's developmental movement

<sup>4</sup> A formal meeting followed by all people in the village that held to discuss about the village's development

<sup>5</sup> Local government working units agents

from the outside of the community and contain two aspects that related to the macro social and political system where the community takes place.

Based on those findings, a minor proposition could be drawn as follow:

Minor Proposition (2):

The purpose of infrastructures' development in the village at the border areas will be effective if the executor of the policies could strengthen the supporting factors, especially the human resources, and also build a participative development. The inhibitor factor, which is weak coordination inter-institutions' executors should also be minimized.

### 6.3. The Impact of Villages' Infrastructures Development Policy toward Community Empowerment at the Border Areas

The impact of villages' infrastructures development policy at the border areas could be seen through the people's economic improvement, the availability of physical facilities, and the improvement of public services in various subjects such as education, medical, and fresh water sources. While for the road infrastructures, it still in the form of macadam, and for the electricity, it still depends on the local people self-support. It happens because of the expensive cost of the infrastructures development in the village.

The impact of infrastructures development in the village, especially for the economic improvement, as what has been found in this research strengthen the statement from Kodoatie (2003), who stated that the availability of roads and other transportation facilities, at a certain level will essentially stimulates and gives chance to the economic improvement. Investments at the road that open access for the isolated areas or able to reduce the transportation cost will dramatically give a bigger chance to improve the economic condition.

The impact of infrastructures development, especially at the human's resources developmental aspect is relevant with the statement from UI-Haq (1985) who stated that the last purpose of the development is the human itself. According to this view, the main purpose of development is to broaden the choices for the people, which reflected in medical, knowledge, and improving skills; and also the capability to work, to enjoy the life, or active in cultural, social, and political activities.

Based on those result, a minor proposition could be drawn as follow:

Minor Proposition (3):

Positive impacts of the implementation of villages' infrastructures' development policy at the border areas could be found in the form of the improvement of community's economic condition, availability of physical facilities, and the improvement of public services that could be achieved if there is community participation in the process of planning, implementation, accountability, and evaluation of that development.

Based on that minor proposition that has been drawn before, researcher could compose a major proposition as follow:

Major Proposition:

Implementation of infrastructures' development policy for isolated community empowerment in the villages could be effectively done when there is a consistency between the purpose of the policy and the execution in the field; the ability to utilize the existing potentials in supporting the policy implementation and minimized the inhibitor factors, and also create positive impacts for the social and economic welfare of the people.

## 7. Model Implementation of Villages' Infrastructures' Development

Empirical model of infrastructure's development could be classified according to its objective (increasing of accessibility and agricultural production, and also fulfill basic life needs) and is allocated in APBDes. The whole program and activities are planned and implemented in order to execute Program Gerakan Desa Membangun (Gerdema).

While other infrastructure development, especially big scale one and/or inter Village Government one are implemented by SKPD in relation with its planning which is decided in Musrebang Kabupaten's forum. The

Budget is included in APBD. Activities execution by SKPD is meant to support and make it in line with infrastructure's development planning in Gerdema. In other word, SKPD support Village Government in the implementation of Gerdema. The impact of implementation of village's infrastructure development in the border area which is executed through Gerdema or sectoral development (SKPD) is a step forward in social and economy of local community. Meanwhile, of course in the implementation of the process, there are some external factors that impede or support the implementation of Gerdema and sectoral development.

Monitoring of implementation of APBD which is executed by SKPD and Village Government is supervised by Regency Region Inspectorate (Itwilkab). Meanwhile for the Gerdema activities, there is a Monitoring and Evaluation Team (Tim Monev) that was created in coordination with Village Government.

Based on the above discussion, model of implementation of village infrastructure's development in the border area was executed in two way: the First, by Gerdema which was allocated in the APBDes and Village Government act as the executor. Second, by Sectoral Development Program which was allocated in Regency's APBD and SKPD in relation to Infrastructure Agency (Dinas Pekerjaan Umum) and Border Area Authority Board (Badan Pengelola Kawasan Perbatasan)?

The empirical model of village infrastructure's development start from planning until implementation stage could be depicted in the Figure 1 below.

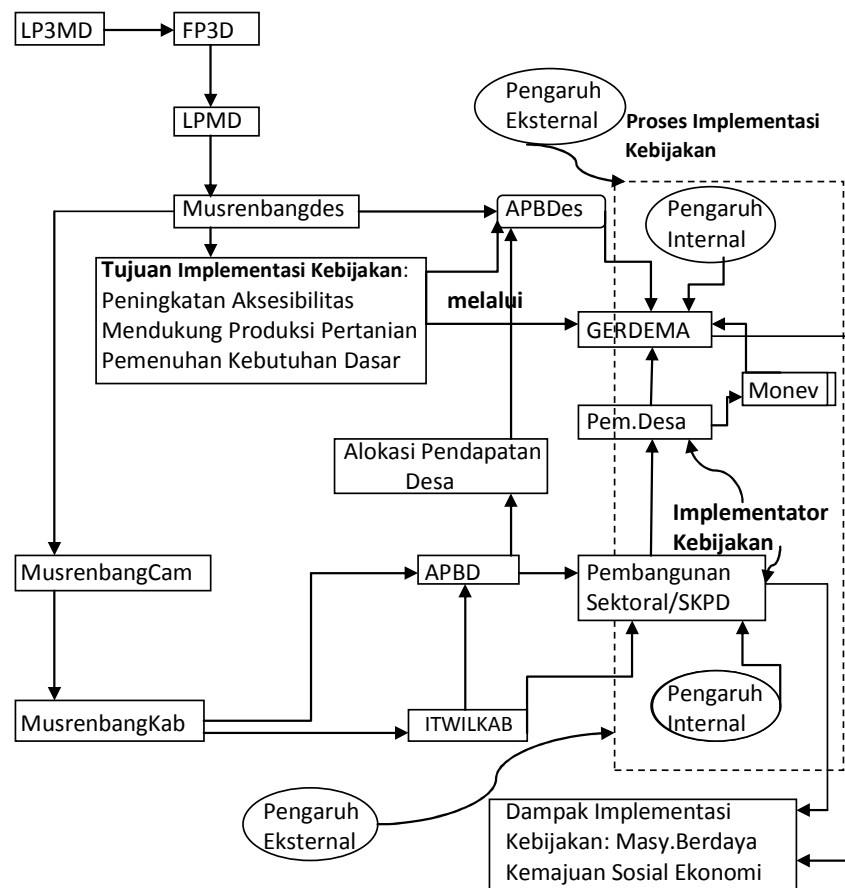


Figure 1. Empirical Model of Implementation of Villages' Infrastructures' Development

Notes:

- LP3MD : Lembaga Pemberdayaan Partisipasi Pembangunan Masyarakat Desa
- FP3D : Forum Partisipasi Perencanaan Pembangunan Desa (Participation Plan of Village Development Forum)
- LPMD : Lembaga Pembangunan Masyarakat Desa (Community Village Development Organization)
- Musrenbangdes : Musyawarah Perencanaan Pembangunan Desa (A formal meeting followed by all people in the village that held to discuss about the village's Development)
- APBD : Anggaran Pendapatan dan Belanja Daerah (Local Budgeting Revenues and Spending)
- APBDes : Anggaran Pendapatan dan Belanja Desa

- (Villages' Budgeting Revenues and Spending)  
 ITWILKAB : Inspektora Wilayah Kabupaten (District Inspectorate)  
 SKPD : Satuan Kerja Perangkat Daerah (Village Officials Working Unit)  
 GERDEMA : Gerakan Desa Membangun (Village Development Movement)

Model implementation of villages' infrastructures development in the border areas to empower the backward community that has been done till today has some benefits, which are: (a) the planning has been done in participative by involving villages' stakeholders through the mechanism of forum *musyawarah pembangunan desa* (Musrenbangdes); and (b) implementation of villages' infrastructures' development at the border areas not only done through Gerdema, but also done through sector development of SKPD. Meanwhile, there are also some lacks from that model, which are: (a) there is no effective coordination yet between SKPD and Village's Government in the policy implementation, so that there are some programs overlapping in the field; and (b) there is no assisting groups yet that specially assist the people in the village in the planning process, implementing the plan, and the arrangement of evaluation report, so that the bureaucracy's intervention is still strong in that process, and still run in top-down.

Based on those benefits and lacks, researcher creates a recommendation model for the implementation of villages' infrastructures' development policy at the border areas as follow:

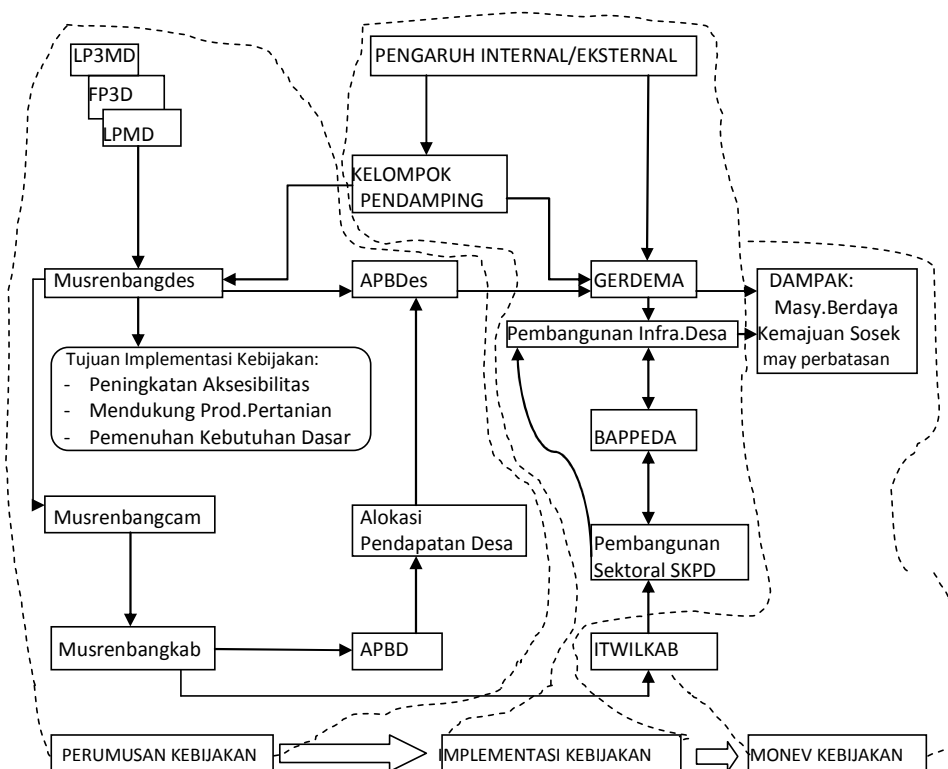


Figure 2: Recommended Model for Implementation of Villages' Infrastructures' Development

Notes:

- LP3MD : Lembaga Pemberdayaan Partisipasi Pembangunan Masyarakat Desa  
 FP3D : Forum Partisipasi Perencanaan Pembangunan Desa (Participation Plan of Village Development Forum)  
 LPMD : Lembaga Pembangunan Masyarakat Desa (Community Village Development Organization)  
 Musrenbangdes : Musyawarah Perencanaan Pembangunan Desa (A formal meeting followed by all people in the village that held to discuss about the village's development)  
 APBD : Anggaran Pendapatan dan Belanja Daerah (Local Budgeting Revenues and Spending)  
 APBDes : Anggaran Pendapatan dan Belanja Desa (Villages' Budgeting Revenues and Spending)  
 ITWILKAB : Inspektora Wilayah Kabupaten (District Inspectorate)

- SKPD : Satuan Kerja Perangkat Daerah (Village Officials Working Unit)  
GERDEMA : Gerakan Desa Membangun (Village Development Movement)  
Bappeda : Badan Perencanaan Pembangunan Daerah (Regional Development Plan Agency)

The model above offers advantages because there is an assisting groups that could help local government and villages' government in empowering the community at the border areas who usually low-educated, so that could actively participate in arranging their own village's infrastructures' development plan in their own village. They could also help to arrange the evaluation report and do evaluation, and also supervise at the infrastructures' development process.

## 7. Conclusions And Suggestions

### 7.1. Conclusions

Based on the data analysis and discussion in the previous chapter, the researcher could draw some conclusions as explained in the descriptions below:

- (1) The effectiveness of the implementation of villages' development policy at the border areas is proven by the existence of positive impacts in the form of improving people accessibility, support to the farming productions, and the fulfillment of the people basic needs.
- (2) Implementation of that policy has not yet gained a maximum support, especially because of the low skill of human resources, so that it still needs guidance from the village and municipal's government officials, and also from the liaisons officers from SKPD. Meanwhile, the implementation of the policy has been done in participative, so that the community could have the sense of belonging and could feel the impact of those infrastructures' development.
- (3) The impact of the policy's implementation could be seen through the improving social economic capability of the community, the availability of physical facilities and the improvement of public services in several subjects such as education, medical, and fresh water sources.

### 7.2. Suggestions

Based on those conclusions, researcher could build some suggestions as follow:

- (1) It will need to improve the skill of human resources in the villages at the border areas through a continue assistance by the municipal officials and the SKPD, and also through an awareness of the importance of education and to live healthy;
- (2) It will need to keep the subsidiary for the villages' development at the border areas, as the result of the expensive buildings' materials, where the source of fund is not only come from the District's Government, but also come from the Local Government, Central Government, and also should always keep finding other sources of funds from the investors;
- (3) Coordination in implementing the policy needs to be done continually in order to avoid the overlapping activities between what is done through Gerdema and the sector development done through SKPD, or even the direct buildings done by Local Government and Central Government;
- (4) The involvement of public participation should be maintained, both through the mechanism of Musrenbangdes, or other mechanisms that suits to the custom and culture of the local community.

## References

- Abdul Wahab, Solichin, 1997. *Analisis Kebijakan Publik Teori dan Aplikasi*. Malang: FIA Unibraw Malang.
- Balitbang PU, 2009. *Pengelolaan Dampak Sosial Pembangunan Jembatan Suramadu*. Jakarta: Departemen Pekerjaan Umum.
- Departemen Pekerjaan Umum, 2008. "Kebijakan dan Pembangunan Infrastruktur Perdesaan/Perkotaan yang Menunjang Percepatan Penanggulangan Kemiskinan dan Pembangunan Daerah Tertinggal". Dalam Laporan Implementasi PNPB Mandiri Perdesaan. Jakarta: Direktorat Cipta Karya.
- Hogwood, Brian W., Lewis A. Gunn, 1986, *Policy Analysis for The Real World*. Oxford University Press, Oxford.



- Islamy, M. Irfan, 1992. *Prinsip-prinsip Perumusan Kebijakan Negara*, Bina Aksara, Jakarta.
- Korten, David C., 1984. *People Centered Development*. West Harford: Kumarian Press.
- Kodoatie, R., 2003. *Manajemen dan Rekayasa Infrastruktur*. Pustaka Pelajar, Semarang.
- Linebery, Robert, 1978, *American Public Policy*. Nort western University Harper and Row, Publiser, New York.
- Milles, MB dan Huberman, 1992. *Analisis Data Kualitatif: Buku Sumber Tentang metode-Metode Baru*. Diterjemahkan oleh TR. Rohidi. Penerbit Universitas Indonesia, Jakarta.
- Setiawan, Awan, 2005. “Reformasi Manajemen Keuangan Pemerintah: Sebuah Tinjauan”. Diakses melalui <http://www.depbumham.go.id>.
- Ul Haq, Mahbub, *et al.*, 1985. *Human Development Report 1985*. New York: Oxford University Press.