



Implementation of Standardization Policy for Cross-Border Service Posts

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Article Info

Article history:

Received 10 June 2024

Received in revised form 27

July 2024

Accepted 24 August 2024

Keywords:

Cross-Border Service Posts

Standardization Policy

Cross-Border Trade

Regulations

Abstract

Marore Island, which is part of the Sangihe Islands Regency, has for many years been a gateway and also a center for cross-border trade between the residents of the Sangihe Islands and the residents of the South Philippines. The strong inflow of goods then tends to be more "illegal trading". The Sangihe Islands Regency Government then tried to overcome this by issuing Sangihe Islands Regency Regional Regulation Number 4 of 2013 concerning the Standardization of Marore Cross-Border Service Posts. However, after more than 5 years of this policy being established, it turns out that the problems in the field have not been resolved. In fact, this cross-border trade tends to expand and shift to the capital area of the Regency, namely to the city of Tahuna and also to the sub-district of Peta. On the basis of this reality, research is carried out to find weaknesses and shortcomings in the implementation of this policy. The goal is to produce relevant and appropriate policy designs to overcome this problem. This study is designed using a descriptive qualitative method and uses the policy implementation theory from Jones (1984) which states that policy implementation is related to aspects of organization, interpretation, and application. The output of this research is aimed at academic interests and practical interests. The academic interest is to obtain IPR and the practical interest is to be used as a concrete academic proposal for the re-design of the Sangihe Islands Regency Regional Regulation Number 4 of the Year concerning the Standardization of the Marore Cross-Border Service Post.

Introduction

Cross-border relations between the residents of the Sangihe Islands and the people of the Southern Philippines have been running for decades. The results of previous studies (Smith, 2015), show that the essence of this relationship is a very strong traditional and kinship relationship, because most of them are from the same ethnicity. In this ongoing relationship, the island of Marore in the Sangihe Islands district became a central point for the flow of goods in and out of the South Philippines (Davao, Balut and Raringis). However, the problem is that cross-border trade is more of an *illegal trade*, therefore many goods enter and exit without government permission (Wilson & Abreu, 2020).

In 2013 the Sangihe Islands Regency Government took the initiative to overcome this problem by issuing Regional Regulation Number 4 of 2013 concerning the Standardization of Marore Cross-Border Service Post (Raharjo & Pudjiastuti, 2024; Sodik, 2018). However, the problem is not solved, and even the cross-border trade area is actually transferred to the capital of the Sangihe Islands regency government (Tahuna city) and to the Peta sub-district (Kairupan et al., 2022; Niode, 2018; Velasco, 2009). This is marked by the increasing number of household products from Phillipina. This empirical fact represents that this policy (Sangihe Islands Regency Regional Regulation Number 4 of 2013) has failed in its implementation (Pratiknjo

et al., 2023; Kapal et al., 2024). Therefore, on the basis of this fact, this study was conducted to find the causes of this policy failure.

Ripley & Franklin (1982) that in the early days of the development of administrative science in the United States. Administrative science students treat the policy process as a process that should be sterile from the co-optation of political interests (Grant, 1971). As the initial description in their writing, is: "*earlier students of administration treated implementation processes as if they were sterile-that is, not infected with politics. It seems clear to us, how ever, that program implementation is, above all, a political process and should be analyzed as such*" (Ripley & Franklin, 1982).

Furthermore, according to Hogwood & Gunn (1984) that implementation has long been recognized (especially by political scientists) as part of a broader policy-making process. Studies in this field initially focused more on decisions than on policy. According to them then that the implementation study was stimulated by the various failures of various policies, especially in the United States and in the United Kingdom. Policy failure can be caused by inefficiency or policies that are made optimally are not able to achieve the expected outcomes. In some specific cases, the policy fails at all levels (dimensions). Policy failures can be caused by external situations that are incompatible with the policy itself. Every policy is usually always faced with the risk of failure because it can be caused by 3 things, namely: first, poor implementation, bad policy or indeed because of bad luck. In the first reason, policy initiators and implementers view that it is the poor implementation of policies that cause policies to not achieve the expected results. Second, policy formulators and implementers view that policy failure is caused by an external environment that is incompatible with the policy being made. The final reason for policy failure, namely the failure of a policy because the policy itself is indeed bad (ugly), that is, policies are made based on minimal information, lack of rationality, and unrealistic.

Furthermore, according to Bowman (2005), the understanding of policy implementation is as follows:

"the verb to implement means in its most basic sense, to carry out, to fulfill or to accomplish. When applied to public policy, implementation is the process of putting into effect or carrying out an authoritative decision of government. This decision is most often enacted by a legislative body (e.g., the Congress, a state legislature, a city council), but it can also be a directive of the executive branch (e.g., a President's Executive Order, an agency's regulation) or a ruling by the judiciary. Implementation puts the objectives of policy adopters into action in an effort to accomplish desired results".

Apart from the explanation above, Bowman (2005) also explained that:

"Policy implementation is what develops between the establishment of an apparent intention on the part of government to do something, or to stop doing something, and the ultimate impact in the world of action." [1] In the simplest cases, implementation is handled by a single agency at the governmental level where the policy was adopted. When implementation is multiagency, and when it is intergovernmental, the potential for slippage increases".

Furthermore, according to Mazmanian & Sabatier in *A. Frame work for Implementation Analysis* (1983): there are 3 major categories of variables that affect the achievement of formal goals in the policy implementation process:

The tractability of the problem(s) being addressed

the ability of the statute to structure favorably the implementation process ; and

The net effect of a variety of political variables on the balance of support for statutory objectives

The three variables are independent *variables*, distinguished from the implementation stages that must be passed, called dependent variables.

In another part, Jones (1984), stated that the success of the implementation of a policy or program in its implementation in the field, is determined or depends on three things, namely as follows:

Organization: The establishment or rearrangement of resources, units, and methods for putting a program into effect.

Interpretation: The translation of program language (often contained in a statute) into acceptable and feasible plans and directives.

Application: The routine provision of services, payments, or other agreed upon program objectives or instrument.

The three characteristics of the implementation of the policy explain that first: the organization is a rearrangement of resources, units, and methods that will affect the program; Second: interpretation seeks to interpret so that programs can be directed appropriately and are likely to be accepted and implemented; and third: Implementation is a routine rule of service, payment, or others that is adjusted to the purpose or instrument of the program.

According to Jones, it is easy to define a policy on paper for the design of a program but in its application it is not that simple, so that in its application sometimes it is not well defined. This model is very difficult to implement because it requires a wide enough ability and network from administrators to implement the program as set in its initial goals. This model will tend to be misinterpreted and can even separate what is decided in a policy from the implementation carried out by administrators in the field.

In the Sangihe Islands Regency Regulation Number 4 of 13, it is reflected that the technical implementation of Marore cross-border services is handled cross-agency. This means that this is a matter of organizing the policy implementation process. The second is that there is a problem at the time of its implementation, namely that it turns out that this policy cannot be implemented as expected. The third problem is that when a policy is implemented across institutions, the problem is the interpretation or disposition of related institutions. Therefore, on the basis of this problem framework, this study will use the policy implementation theory from Jones (1984) which states that the problem of policy implementation is related to aspects of organization, implementation and interpretation.

Based on the framework of thinking built above, the proposition in this study is "the failure of the policy of standardization of Marore cross-border postal services related to aspects of organization, implementation, and interpretation.

Methods

This research is a qualitative research with an emphasis on a qualitative descriptive approach model. The purpose is to describe, summarize various conditions, various situations, or various phenomena of existing social reality, then try to draw reality to the surface as a characteristic, character, trait, model, sign, or description of a certain condition, or phenomenon. This format focuses on a specific unit of various phenomena. The data excavated in this study are Primary

Data and Secondary Data. Primary data is data that is directly recorded in the field through in-depth interviews and obtained through observations carried out by the researcher himself. Meanwhile, secondary data is processed data or data that has been officially published obtained from media news, documentation and archives of other related institutions.

Furthermore, the informants in this study are, the Regent of the Sangihe Islands Regency or who represents him, Assistant I of the Sangihe Islands Regency Government, the Head of the Border Agency of the Sangihe Islands Regency Government, stakeholders related to this cross-border trade (3 informants), and the Head of the Border Area Management Agency of the Republic of Indonesia or who represents him. Thus, the total number of informants in this study is planned to be as many as 7 (seven) informants. Related to this plan, the research instrument in this study is the researcher himself by using tools such as tape recorders, video recorders, stationery, and lap tops to store data on research results. Interview and observation materials are developed from various references presented in the proposition. Furthermore, the data collection technique for this study is an in-depth interview. Basically, the in-depth interviews conducted in this study are unstructured interviews, although guidelines for conducting interviews are also prepared. Interview activities with the informants were carried out in different places, according to the agreement made. The researcher visited the informants one by one in different places.

At the end of the research implementation is Data Analysis. In this study, the data analysis technique used is the Triangulation technique, namely the data and new findings obtained, after being grouped according to the cluster of findings then tested by cross-checking the data, then the data is analyzed by combining the researcher's interpretation of the data by referring to the reference theory. Furthermore, the new findings are interpreted with other theories that can explain the findings.

Results and Discussion

From the research activities carried out with reference to the policy implementation theory from Jones (1984), the following results were obtained:

The results of the study show that the initiative to issue the Marore Border Service Post policy is stimulated by two things. The first is the issue of the increasingly strong flow of cross-border trade in and out of the Southern Philippines. The second is because the Sangihe Islands Regency Government did not respond to the request of the Ministry of Home Affairs and the Ministry of Industry and Trade of the Republic of Indonesia to issue a policy on Cross-border Trade Arrangements and Cross-Border Service Posts. On the basis of this condition, the Border Agency of Sangihe Islands Regency in 2012 took the initiative to prepare 2 (two) drafts of the Draft Regional Regulations (Ranperda), namely the Ranperda on Cross-Border Trade and the Cross-Border Service Post. So then with the proposal of these two Ranperda, but then the Regional People's Representative Council (DPRD) of Sangihe Islands Regency only approved the Ranperda for Cross-Border Service Posts. Meanwhile, the draft Ranperda on Cross-Border Trade was not approved on the grounds that they asked for a comparative study first to Batam. However, this is contrary to reality, because the characteristics of cross-border trade on the island of Marore are very different from the characteristics of cross-border trade between Batam and Singapore.

Basically, the design of the organization implementing this policy is multi-institutional. The Marore Border Service Post is designed as a combination of several agencies that handle foreign trade affairs or the import and export of goods from and to other countries, in one office. Namely the Marore Cross-Border Service Post office. In this office, it is planned that there are already Immigration officers, Officers from the Quarantine Center, Bank Officers and Sub-

district Heads as local officials. The sub-district head signs the entry permit for goods after the levy and taxes have been paid. In the current model, the Cross-Border Service Post on Marore Island is a One-Stop Service Office or often referred to as *One Stop Service Offices*. From the point of view of efficiency and effectiveness, this model is the most ideal service model, because it saves time and budget and is effective in handling public services. Service recipients can complete some licensing matters that actually have to be taken care of in several related offices, but with this design, everything can be taken care of in one office, namely the Cross-Border Service Post office.

More in-depth research on this policy found that it did not work. This means that the policy that has been outlined in the form of the Regional Regulation of Sangihe Noor Islands Regency No. 4 of 2013 concerning the Standardization of Marore Cross-Border Service Posts, has not been realized. The Sangihe Islands Regency Government did not follow up on this Regional Regulation with the Regent's Decree on the establishment of this Cross-Border Service Post. Meanwhile, the designer of this policy, who at that time (in 2013) was the Head of the Border Agency of this district, was actually replaced and transferred to another agency (the result of an interview with one of the key informants). Meanwhile, the conditions in the field (on the island of Marore) have so many levies carried out by many individuals from various related agencies. The results of field observations also show that with this condition, it actually enlarges the "space" that facilitates the entry of illegal goods into the territory of Indonesia (Sangihe archipelago regency). In the capital of the Regency (Tahuna) there are 2 shops that openly sell Filipino products. These items are in the form of household daily necessities as well as canned and bottled beverage products from this country. This is evidence of the entry and exit of goods that are routine and are actually known by the local government.

Conclusion

The policy of Standardization of the Cross Marore Service Post is not running because there are various interests of individuals from various agencies related to the "inflow and exit" of goods from and to the South Philippines to the Sangihe Islands regency area. The change of the Head of the Border Agency at that time which was the initiator of this policy is a strong indication of the existence of an "interest" in the illegal trade in this area. This means that this policy is not fully supported by the Regional Head, the DPRD and the Central Government as the person responsible for the territorial sovereignty of the Unitary State of the Republic of Indonesia. The non-implementation of this policy will have a greater impact of losses in the long term for the Indonesian side, especially for the interests of community development in the Indonesia-Philippines border area. Policy advocacy must be carried out to revitalize the characteristics of cross-border trade in the Sangihe archipelago regency area. That is, by means that there must be the involvement of a 3rd (three) party from a neutral environment such as universities, to lead all relevant parties (Regional Governments, including the Border Management Agency, Police, Immigration Office, and the TNI and the Sangihe Islands Regency DPRD, the Ministry of Home Affairs of the Republic of Indonesia, the Ministry of Industry and Trade) to be able to "sit together" in the focus group discussion forum. To formulate a policy for the management of Cross-Border Trade and Cross-Border Service Posts in border districts, namely the Sangihe Islands Regency of North Sulawesi Province.

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