



Implementation of Roll-on Roll-off Shipping Program Davao, Philippines – Bitung, Indonesia

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Abstract

In April 2017, President Jokowi and Philippine President Rodrigo Duterte agreed to open a trade cruise between General Santos Davao and Bitung, North Sulawesi. The goal is not only to strengthen relations between fellow ASEAN member countries, but also to realize the ASEAN Economic Community agreement in a more concrete form. This deal was later named "Roll-On Roll-Off (RORO) shipping. However, this Roll-On Roll-Off cruise only runs once. The Super Shuttle RoRo ship from Davao carrying 5 containers of various Philippine products arrived and returned from Bitung Port without carrying any goods. In 2019, President Jokowi ordered that the General Santos/Davao – Bitung Roll-On Roll-Off cruise be reactivated. However, many things must be fixed so that the goals of this agreement can be achieved. Therefore, on the basis of this fact, this study seeks to find all the instrumental weaknesses of the implementation of this program. The ultimate goal is to provide recommendations for the right program design so that the Roll-On Roll Off Cruise can provide results in accordance with what is expected by the Governments of both countries.

Introduction

In 2017 President Jokowi met with the President of the Philippines in Manila and then the two agreed to carry out trade shipping between the two countries. This voyage is set to take the General Santos/Davao – Bitung route in North Sulawesi. The idea is to strengthen the economy and economy of the Indonesia-Philippines border area. In April of the same year, the first voyage from Davao to Bitung began by the Super Shuttle Roro belonging to one of the Philippine shipping companies. The ship with a capacity of 50 containers on its maiden voyage carried 5 containers of various Filipino products. However, this ship returned from Bitung empty, not carrying a single product from Bitung. This reality confuses the governments of both sides. Because this was a failure at the beginning. In 2019, President Jokowi asked the Indonesian Ministry of Foreign Affairs to prepare for the same voyage again. Various discussions were carried out by this Ministry with other agencies, including universities.

This research seeks to find answers about the failure of this shipping program, and seeks to produce academic and technical recommendations so that this shipping can be carried out again. So based on this description, the formulation of the problem in this study is "Why did the Davao – Bitung Roll-On Roll-Off shipping program fail in the first stage of implementation?"

In various existing literature, it is explained that in the implementation of development, programs are an operational form of public policy (Kraft & Furlong, 2020; Imperial, 2021; Dunlop et al., 2020). (Public) policies are generally general or generally enforced, but at the technical level of implementation, the form of policy is in the form of a program. In terms of

policy science, the program is referred to as a derivative of policy (Cevallos & Merino Moreno, 2020). An example is the central government issuing Government Regulation Number 41 of 2007 concerning Regional Apparatus Organizations (OPD), then the Regional Government technically translates it with their respective Regional Regulations, these Regional Regulations are derivatives of policies or public policies at the operational level (Allain-Dupré, 2020).

In the policy scheme proposed by Nugroho, it can be seen that the program is a policy derivation that is operational technical. Programs are at the level of implementation or implementation in policy terms, therefore each public policy at the operational or implementation level is generally labeled as a program (Casula, 2024). An example of this is the fishermen's poverty alleviation policy issued by the Ministry of Marine Affairs and Fisheries called the Rural Mina Business Program (PUMP) Fishermen Catch.

This research is part of a series of research activities conducted by researchers on socio-economic and political issues in the border area of North Sulawesi – South Philippines. The goal is to strengthen the socio-economic and political base of border communities. The research carried out is to strengthen previous studies in the same area, which also have the ultimate goal of relatively similar desires. The results of this research will be used as a reference to create a program that is *implemented*, which will be implemented in the following year. *The expected output and outcome* is the improvement of the socio-economic quality of the community in this region.

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 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. The informants in this study are, the Director of Southeast Asia of the Ministry of Foreign Affairs of the Republic of Indonesia, businessmen in the city of Bitung, businessmen in the city of General Santos, and officials in the North Sulawesi Provincial Government. 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. The interview and observation material was developed from various references presented in the proposition. 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. The procedure in this study is as follows: (1) Pre-research stage; (2) Data Collection and Analysis Stage; (3) Research Report Writing Stage.

The next stage is to interpret and explain the interaction patterns between categories, between properties, and between attributes, so that in turn it will produce a pattern of influence relationships between the phenomena being investigated. The next step is that all existing factual findings are interpreted according to the categories, properties and attributes obtained according to the perspective determined based on the reference of the framework of thinking

and literature review. Qualitative interpretation is also directed at discovering patterns of interaction between phenomena.

The last stage of this section is drawing conclusions, namely drawing certain propositions or postulates or hypotheses based on the tendency of interactions that occur between attributes. Basically, the conclusion that is directed as an answer to the research problem, will explain the correlation pattern between categories and properties.

The data validity testing technique carried out in this study is using the triangulation technique. The data and new findings obtained are tested by cross-checking the data, then analyzed by combining the researcher's interpretation with the theory of reference, as well as other theories related to the findings in the research.

Results and Discussion

Hogwood & Gunn (1984) have long ago explained that of the 10 (ten) explanations of public policy, programs are an operational form of public policy, this is because the program is related to the technical or operational mechanism of how the policy will be implemented. The approach to the implementation of programs/policies developed by Hogwood and Gunn is derived from the concept developed by Gunn on public services published in 1978. Hogwood & Gunn attempted to defend their idea of a top-down perspective. Below are some of the variables that Hogwood and Gunn think will affect and will determine the quality of implementation and the results that will be achieved from a policy, namely:

Unfavorable external conditions. Environmental factors where a policy is implemented really need attention from implementers (Hill & Hupe, 2021). Several factors that hinder the implementation of the policy, are beyond the control of the implementers because they come from the external environment of the policy. Policy implementation can be rejected by, for example, politicians or other interest groups, because the policy is not in contact with their interests.

Availability of Time and Resources. The implementation of a policy must be at the right time and with sufficient resources. Availability of various resources needed. The availability of time will not be beneficial without the availability of adequate resources. According to Hogwood and Gunn, resources should be available at every stage of the implementation process. The right combination of resources must be optimally available at all stages. This is exemplified by a policy that has stagnated because the various resources needed, but are not available at the time of need. For example, the budget (money), labor, land, equipment, and building materials needed.

Policy implementation that is not based on proper theory. Hogwood and Gunn argue that existing policies often become ineffective not because the policy itself is bad, but because of its poor implementation. That is, a policy should be established based on sufficient knowledge of how the "problem" should be solved. Generally, a policy fails due to inaccuracy in choosing theories as the basis for formulating the policy. Hogwood and Gunn's argument is based on Pressman and Wildavsky's observation of the failure of the policy of creating jobs for minorities (blacks and Mexicans) in Oakland, California city. Based on their observations, Pressman and Wildavsky conclude that the failure of this policy is due to an inadequate understanding of the theory of job creation. Failure is not caused by poor implementation but because the technical formulation of the policy is inappropriate.

Inadequate Causal Relationship Analysis. That in conceptualizing policy issues, it is not enough to base only on the formula if "X" then "Y" will occur. But in addition to that, it is very necessary to understand that there are other variables that can be intervening variables or "Z"

variables. Minimal dependency relationship. A policy to be able to achieve optimal output and outcomes. It should be handled by an institution that does not have a dependency on other institutions. The involvement of other institutions must be minimal. This means that a policy will achieve the desired level if only a few institutions are involved or handle it.

There is an understanding and agreement (commitment) on the results to be achieved. One of the conditions that must be met to achieve optimal policy implementation is that the Implementers must have an understanding and agreement (commitment) to the goals to be achieved (Cooke et al., 2020). This spirit must be maintained in the implementation process. Understand and know what the purpose of the policy is implemented. There is a complete and detailed description of the tasks and arranged in the correct order. There is good communication and coordination. There is authority in carrying out duties. To get a good implementation, there must be strong authority for the implementers in carrying out their duties. Especially in decision-making.

The failure of the inaugural Roll-On Roll-Off Davao – Bitung cruise seems to be caused by irregularities in various aspects that should have been prepared. Because every time the determination of a program is made, it must be supported by various appropriate program instruments. Therefore, on the basis of this fact, the program/policy implementation theory from Hoogwod and Gunn (1984) is considered relevant to be used as a research guideline. Because the failure of the Davao – Bitung Roll-On Roll-Off Shipping Program is due to aspects of unfavorable external conditions, availability of resources and resources, availability of various resources needed, proper support, analysis of cause-and-effect relationships, minimal dependency relationships, understanding and agreement, complete and detailed descriptions of tasks, good communication and coordination, and authority in carrying out duties

From the results of field research, it was obtained that the failure of the Government of Indonesia's Policy (Program) to open direct flights from Bitung (Indonesia to Davao (Southern Philippines) was caused by the following things:

Lack of adequate Policy Infrastructure.

Roll-on – Roll-off programs are not supported by adequate policy infrastructure. The opening of the Bitung port as the entrance and exit of goods to and from Davao is not supported by the required regulations (policies). The Central Government does not provide specific regulations to facilitate this program. while the Bitung port administration is not given the authority to issue permits for the entry and exit of goods in international trade. All authority is still "held" by the Port of Makassar as the Main Port of Bitung Port. The Port of Bitung is under the authority of Pelindo IV which is located in the port of Makassar. As a result, the inflow and outflow of goods from the port of Bitung takes a long time, because the licensing issue must be done at Pelindo IV in Makassar. This results in time loss, increased costs, and has the potential to damage the quality of goods due to being held for a long time at Bitung port.

The Port of Bitung also does not have the authority as a Hub Port. Trade ships from the Eastern Indonesia region must enter the port of Makassar to conduct international transactions. Even though the port of Bitung should have this authority, so that the Roll on – Roll off program can be strengthened with other products from other regions in the eastern Indonesia region.

Restrictions on the type of Goods. The products that are allowed to be included in the Roll of Program are very limited. This has the potential to harm both parties. In fact, Davao's need for local industrial products is very much.

The problem of production equality. Goods traded through Roll on – Roll off shipping are relatively the same. So it will not provide benefits for both parties. With a limited number of

types of goods allowed to be traded and relatively the same type of production. This border trade cannot run. The flow of licensing services is too long and does not meet the requirements. The results of the study show that the regulation of export and import trade licensing flows through shipping is very complicated and too long. Many agencies must be met before goods can go in and out. Meanwhile, the port of Bitung only has very limited licensing authority. The Quarantine Center at the port of Bitung is still in category C, and this serves and handles permits for limited goods.

There are too many agencies that must be "passed by entrepreneurs to import and export goods and other products. From this research activity, it was found that the failure to implement this program was rooted in the problem of the "political will" of the Indonesian government and the failure of the Central Government to overcome the sectoral ego problem of each institution related to this program. However, another important finding that has a positive value is the strong optimism from business people and local governments that the Roll on – Roll off program needs to be resumed because it is very prospective for them. Thus, the Roll on – Roll off program, can only be re-run by "gathering" all related agencies in a forum, to jointly formulate a mechanism for the implementation of the Roll on – Roll off Program based on the principle of national interest and not on institutional ego.

Conclusion

From the results of this study, it can be concluded that the failure of the Roll on – Roll off program which is an agreement between Indonesia and the Philippines is caused by the absence of real support from the Central Government to make Bitung as an "entrance" to international trade in the eastern part of Indonesia. This is marked by the lack of support for the Roll-on – Roll-off Program with the policy infrastructure that must exist. limited rights and authorities given by the Central Government to the port of Bitung, there is also no level of authority of other supporting agencies, so all permits must be carried out in Makassar. There are restrictions by the central government on the types of goods that can be traded through this program. As well as the similarity of the types of products that will be traded between the two countries. So this will not bring any benefits to both countries. For the sake of improvement, it is recommended that the Central Government must provide authority in accordance with the needs to the Government of North Sulawesi and also to the port of Bitung. The Central Government must increase the authority of other relevant institutions in North Sulawesi, especially regarding the authority to grant permits related to import and export permits of various types of production and goods. The Central Government must re-discuss with the Philippines regarding the types of products that can be exported or imported through the Roll on – Roll off shipping program.

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