

INTRODUCTION

Governance management reforms at the beginning were expected to involve three components (stakeholders) which are; the country, communities and the private sector. Each component is determined by its own standard role according to the used paradigms of development. The development paradigm must be parallel with the changing paradigm of Government which demand the balance in the same responsibility for development and community empowerment. However, unfortunately, the applied development concept in many developing countries experienced for a failure.

Riau Province within one decade has economic growth over 7% per year on average. But in fact, most of the residents of Riau Province have not attained that economic growth. Based on the described phenomenon it is needed for theoretical study to find a model of community empowerment in accordance with local potential. Therefore, in this occasion I posed the following research title; "Policy Model of Development and Empowerment in Conflict-Prone Border Region towards the Reliant Community."

Question of Research and Goal of Research

Based on the background of research, question of research that will be found out are:

- a. What are the community' opinion on local government regarding to development activities in border region (economic, social, culture, politics and public service) in Riau?
- b. What are the local government opinion regarding to the community on the borders of conflict-prone in Riau?
- c. What are the factors and efforts to support the community development and empowerment towards the reliance community in conflict-prone areas in Riau?
- d. What kind of policy model of development and empowerment that can dampen the community conflict in conflict-prone area in Riau?

As for the goals of this research are:

- a. to ind out and to analyze the community's views on local government towards development activities in border areas (economic, social, cultural, political and public service) in Riau
- b. to know and to analyse the view of local governments on the community in the area of conflict-prone border in Riau.
- c. to know and to analyse the factors and efforts to support the community development and empowerment towards the reliance community in conflict-prone areas in Riau
- d. to drafting and to formulate policy model of development and empowerment that can dampen the community conflict in conflict-prone area in Riau.

THE CONCEPT AND THE THEORY

The concept of economics development and the empowerment of community is not a new thing. It was there since the human lived in a group, they did mutually exchange their daily living needs. Since that, the socio-culture, socio-economy and social politics that had been done by community or country was taken over by the Government. As a result, all society affairs that should be done by themselves were taken over by leaders on behalf of the State and the community.

In this case it is presented a view that could change the minds of community empowerment activities by proposing the concept of a **"policy model of development and empowerment in conflict-prone border region towards the reliant community"**.

The economic gap may occur because there is an imbalance of mastery or possession of various production resources and the productivity among economic actors. Community groups with a limited ownership of production factor and low productivity result low levels of well-being before economic actors in the advanced, modern, developed and strong group. The widen gap leads to the occurrence of the dichotomy between a strong economy and a weak economy. Finally it will rise conflicts that used to be horizontally turned into a vertical conflict.

The undertaken policy of empowerment ever in this country, are: Regional Development Program (Program Pembangunan Wilayah /PPW), it was then converted into the Integrated Regional Development Program (PPW terpadu /P2WT) program which was implemented at the beginning of Pelita Satu to Pelita Dua. Then entering the Pelita Tiga and Pelita Empat, Assistance Program was implemented through Presidential Instruction on village and Presidential Instruction on Underdeveloped Villages (Inpres Desa Tertinggal/IDT) later. At the end of 1997 to 1998/1999 Social Safety Network (Jaringan Pengaman Sosial/JPS) was established. From all programs, there had been no program that could alleviate poverty, even the citizens were being subject to the mercy of Government. During the reign of the reform, the Urban Poverty Reduction Program was held (Program Penanggulangan Kemiskinan Perkotaan/P2KP, 2008) and then forwarded to the National Program for Community Empowerment (Program Nasional Pemberdayaan Masyarakat/PNPM in 2012, 2013 and 2014). But all the programs have no real existence yet to cope with the problem of poverty that existed in the villages. There's even a trend of the emerging of jealousy and conflict vertically and horizontally.

Implementation of policies or programs of empowerment implemented by the Government is using the model top down looking at something that's in a below position and receiving. Then, it is impressed that the issues faced by each community group is the same. As a result a policy is considered to be able to resolve the issues of the community. The Government in this case acts as general practitioners, using a drug to cure various diseases of society. The Government needs to change the attitude and views in the efforts to develop enterprise and

empowerment of community. Various models can be used in making policy and implementing policy.

The Government, in the Orde Baru era and the Orde Reformasi era, in implementing community empowerment uses the "top down" model approach, even though the effort is done by using a "bottom up" strategy. It can be seen from the used regulation in implementing the Central Government's empowerment policy that had made implementing guidance and technical guidance. Guidance is in the form of Government Regulation to the Minister regulations. As a result, the implementers in the field are just as the operator not the executor. This condition affects on the implementing regulations, where the executors are chained by the rules and are unable to do the innovation and the creativity on the process of interaction, adaptation and integration between policies emanating from Central Government to the conditions in the field. The innovation, a creativity to do the adaptation, is considered as a deviation and consequently the rule executor in the field will face law problems. These conditions slow down the activities of community empowerment, especially for the achievement of targets and goals in accordance with the defined objectives previously (a review of administration and policy).

To perform empowerment needs model. The model is a simplification of the reality being represented. Model has two forms, which are; concrete, namely reproduction of the small size of the object or the object of physical or tangible, and; abstract, namely the simplification of social phenomena in the form of an idea or concept that is expressed in the form of theory, symbols or pictures. According to Conyers (1984) policy model has some aspects to represent the realities that exist in society. Conyers affirmed that the more model the better model. The integration of the model in a policy is possibly done. Subsequently affirmed that a good model when it is able to transform aspects. Based on the phenomenon, in this writing, it is proposed policy models as follows;

Based on the described policy models, there had been no model that can solve the problem completely. Every region and every problem that exist in the community have a specific model, thus it is needed the integration models and development models in community empowerment efforts. The problems of community's development and the empowerment in conflict-prone areas of border showed a critical interface of culture, social, politics and economics. A conflict occurring in this area is due to the presence of one party claim to another party on a resource that exists in both parties. Efforts to master that is what led to the dispute which resulted in conflict. So the models for this study will be developed in accordance with the circumstances existing in the community.

Enhancement of community's competitiveness at the border must be sourced from improved efficiency and productivity, and not through other means. The protection, for a while, can still be used to shore up the competitiveness in the market in the border area. The power of border Community began with protection from the Government or the authorities, that protection should not be prolonged. It

must have a deadline of weaning, so the community has the power to fix the problem towards independence. It means that protection process of the border Community are used when it is small and has no economic power yet, but when they already have economic power then protection should soon released. So, automatically, when they have been swept up in the economy, there will be a huge impact made to other communities.

The strategy of border community empowerment and development rests on economic growth. The strategy is still taken because it is proven to be true. But in the long term a stronger efforts needs to be directed in changing the view and encouraging the acceleration of structural changes (structural transformation) to strengthen the border community to keep their respective territories.

The structural Transformation like a process of view changing from the traditional economy to modern economy, from a weak economy to a tough economy, from subsystem economy to a market economy, from dependence to self-reliance for the border areas that are considered prone to conflict. Similar structural change hinted at these fundamental steps which include resources allocating, institutional strengthening, as well as the empowerment of human resources. This strategy will be able to resurrect the community that exists on the border which had been expressed earlier.

The should be pursued strategies for implementation of community's development and empowerment in the conflict-prone border. The important among those are: *first*, the improvement of access to production assets (productive assets). *Second*, to strengthen the position of economic transactions and business partnership of the people. As producers and sellers, the position and strength of the people in the economy is very weak. *Third*, improving health and education services in order to improve the quality of human resources. *Fourth*, the wisdom of industrial development should lead to the strengthening of industry people. People's industries, which grew into a small and medium industry must be strong to become the backbone of the national industry. *Fifth*, equitable development between regions. Economy of the people scattered in the border area. In the framework of this people's economic development, great care needs to be given so the development can be more evenly distributed and thus gives a greater chance at people's economy in underdeveloped areas to develop also. Therefore, there must be an approach that suits to local conditions, or referred as *region specific* or *local specific*. In addition local governance needs to be given broader responsibilities to establish and to reinforce the garrison. Strengthening it further with, among others, gives greater confidence in managing developmental funds.

RESEARCH METHOD

This research used the qualitative approach as it would see the views or the public perception who resides in the border region on regency government and so otherwise. The perception here is the view of the community on the activities of regency government in the border area. To facilitate the collection of data, the research is also using a quantitative approach.

Qualitative data was obtained through observation and interviews; quantitative data obtained through data modification using the Likert scale with the use of score, the tool used is questionnaire. To see the validity of the data it is used in triangulation technique using the and method of combined analysis.

THE RESULT AND DISCUSSION

The State border and the border area is the embodiment of sovereignty of nations or regions in the concerned nation or State. Frontier also has an important role in determining the limits of the authority to make use of existing resources. Besides, borders is a limit area to maintain the security and territorial integrity. Security and defence areas can be maintained when the community who lives in the area are developed according to the needs and the potential that exists in the area

Strategies for maintaining border area from the activity that does not comply with the required provisions of the arrangement of development planning in the area. The preparation of this border community development planning relates to the issue of: socio-cultural, socio-economic, socio-political and Defense Security.

- a. Preparation of the development of border areas (condition of politic, economy, social culture of border community)

Regency/city which is under the administrative rule of Riau Province and deals directly with neighbouring countries (Malaysia) is: Bengkalis Regency, while Regency/city bordering directly the neighbouring province in the waters territorial is Indragiri Hilir Regency and Pelalawan Regency. Both these areas geographically are the gateway to the eastern region of Riau Province. In other words, progress and setbacks from the construction of the Riau Province thoroughly reflected from the both County progress.

Indragiri Hilir and the Pelalawan Regency when viewed from the their topograph is somewhat different, only certain areas that have in common such as: Subdistrict of Guntung, Mandah, Gaung Anak Serka, and for Indragiri Hilir Regency, while for Districts that existed in Pelalawan Regency are district of Kerumutan, Teluk Meranti dan Kuala Kampar. For more details such as the following:

- b. The preparation and development of local values to the border community.

The preparation of regional development, especially in the area of samples such as: District of Kerumutan Kuala Kampar, Mandah, and Gaung Anak Serka (GAS) in fact represent a development that cannot be separated by regional

development nationwide. In order that the community in border areas is not already love neighboring country and areas, it is still needed to instil local values that support the development of local love. Thus, the strategic development is development that prioritizes construction of values. There are three strategies; Strategic values are:

- a. Cultivation the spirit of love for the nation and the homeland and giving the ease to the community in the border region.
- b. The superiority of being made as the appeal and the opening of work so that the community will not move out of the country/region.
- c. The value that needs serious attention is the value of a sense of area security and order so that it got no distractions which means.

Geographical circumstances existing in the border area of the province of Riau in particular in Indragiri Hilir and Pelalawan. Both areas are bordering with neighboring countries. These two districts are separated by the Strait of Malacca, which is made up of the waters, as well as other border areas. While on the Mainland, the borders between one another are not so obvious. Thus, every local government needs to keep and maintain a relationship of harmony between them.

c. View of Politics, Economy and Social-Culture of Border Community

Development and construction in the border Community will strengthening and give the public confidence to the Government and the State ideology. People living in border areas have access to interact quickly to communities neighboring areas or to neighboring countries. This condition will facilitate the absorption and acceptance of politics and ideology from outside. This is due to the circumstances in neighboring areas or neighbouring countries which are more advanced in comparison with their own regions. In addition to instilling the values, national and local governments also need to organize politics in border areas correctly, avoiding the unethical values and political practices. On the reform era, local issues such as primordialisme, nepotism, local ego, are strong, while in the border areas the society are heterogeneous. This condition needs to be laid out and restored on the right track, don't let one group feels to have one area and other groups feel the group number two, three and so on (marginal).

Economic circumstances of communities in border areas have similarities on average. They generally do a conventional economic activity such as; farming and fishing. While the work are the provision of services, such as; trade, transport, and telecommunications workers. Community that resides in the borders do more socio-economic interactions to existing community in neighboring areas or to neighboring countries. Social cultural community border directly or indirectly is affected by changes in science and technology in the field of information and communication. Both of these can accelerate the entry and the expansion of foreign culture into community border life.

The strategy of construction and development of the border areas is through the participatory approach of the community itself with the aim to open and hold the connection between the border regions with central Government area. During this

time, the view of Government, whether the Central Government or local Governments, at border areas as the region which is lagging behind. As a result of this view wrong is that the border area becomes the isolated area and left behind. The next strategi is the regional government (mother) needs to create a view that the border area as a veranda or terrace of the area. As the area of the terrace, then faces of border regions must be more beautiful than the underdeveloped ones. So that it would gain the support and contribution of all components of society in ductility and toughness around the border regions.

The next strategy is development and the enhancement of border areas through two paradigms which are; the economic paradigm that points to the local economy and local political paradigm approach. Both paradigms are inter-related, with assumsion when the need of community can be met, then the community will be Government-oriented, but if that condition is not met then they will be looking for "a parent" who is able to provide benefits to them economically and politically.

Both paradigms as the basis for the implementation of development programs which is integrative, adaptive and conducive. Development programs and the development of border areas is directed to:

- a. Spurs equitable development in border areas in order to improve welfare, active participation of communities in border areas and mengaktualisasikan resources that exist, in accordance with the spirit of regional autonomy.
- b. Embody people's lives border area that is comparable to other areas.

Strategies of development of border areas are as follows:

- a. Embodies the development of border areas which include the use of natural resources in accordance with the purposes of the Community area, conducting an inventory of all the wealth that exists in the border areas.
- b. Guarantee future wellbeing of society against the parent or the parent Government districts so that they love and are oriented on the parent area.
- c. Is a guarantee of the implementation of the Act No. 32 of 2004 on regional autonomy and the implementation of Act No. 3 of 2002 that the country's defense system is a defense system of the universe that involves the entire citizens, territory and national resources.

CONCLUSIONS AND SUGGESTIONS

The border area is the most strategic areas in an area of the district/city, province or even State. The border area has strategic value in supporting the success of the regional and national development. The border area becomes the mirror and also a symbol of the strength and well-being of an area. The stability and prosperity of border areas are the measures of the welfare and harmony of the concerned region. Therefore, it is need to an understanding of safeguarding border area in relation to the sovereignty of the region/country, which also may imply that a

threat to one region or island in the border area of the country means a threat to the integrity and sovereignty of the country.

Security of the state border in keeping the sovereignty of the region/country nowadays is still conducted not optimal. It can be seen from many cases of abuses of across borders (land, sea and air) made by foreign parties for various reasons.

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400

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