

Building from the Periphery: Tracing the Implementation of Infrastructure Development Policy in the Jagoi Babang Borderlands

Hartati¹, Sofyan Cholid²

Universitas Indonesia

hartati.se@ui.ac.id¹, sofyan.cholid@ui.ac.id²

ABSTRACT

This study intends to analyze the implementation of infrastructure development policies in the Jagoi Babang border area using the Van Meter and Van Horn model, which emphasizes six policy implementation variables. The research method used is descriptive qualitative, with data collection techniques through documentation studies, field observations, and in-depth interviews with stakeholders at the local and central levels. Border areas are strategic areas that reflect the state's presence in aspects of sovereignty, public services, and community welfare. Nevertheless, infrastructure development in border areas like Jagoi Babang, Bengkayang Regency, West Kalimantan, still faces numerous implementation challenges. The results show that policy implementation faces structural barriers such as weak inter-agency coordination, limited resources, and budget rigidities, as well as cultural barriers in the form of minimal community participation, low sense of ownership, and neglect of local values. The research recommends an improvement strategy that includes local context-based policy adjustments, strengthening cross-sectoral coordination, budget reform, and community empowerment. The findings are significant in encouraging the formulation of border development policies that are more inclusive, adaptive and sustainable, and provide a conceptual contribution to strengthening policy implementation capacity in other underdeveloped and strategic areas.

Keywords: Policy Implementation; Border Development; Infrastructure Development; Border Areas; Indonesia

ABSTRAK

Penelitian ini bertujuan untuk menganalisis implementasi kebijakan pembangunan infrastruktur di wilayah perbatasan Jagoi Babang dengan menggunakan model Van Meter dan Van Horn, yang menekankan enam variabel implementasi kebijakan. Metode penelitian yang digunakan adalah kualitatif deskriptif, dengan teknik pengumpulan data melalui studi dokumentasi, pengamatan lapangan, dan wawancara mendalam dengan pemangku kepentingan di tingkat lokal dan pusat. Wilayah perbatasan merupakan kawasan strategis yang mencerminkan kehadiran negara dalam aspek kedaulatan, pelayanan publik, dan kesejahteraan masyarakat. Meski demikian, pembangunan infrastruktur di wilayah perbatasan seperti Jagoi Babang, Kabupaten Bengkayang, Kalimantan Barat, masih menghadapi banyak tantangan implementasi. Hasil penelitian menunjukkan bahwa implementasi kebijakan menghadapi hambatan struktural seperti lemahnya koordinasi antar lembaga, keterbatasan sumber daya, dan kekakuan anggaran, serta hambatan budaya berupa partisipasi masyarakat yang minim, rasa kepemilikan yang rendah, dan pengabaian nilai-nilai lokal. Penelitian ini merekomendasikan strategi perbaikan yang mencakup penyesuaian kebijakan berbasis konteks lokal, penguatan koordinasi lintas sektoral, reformasi anggaran, dan pemberdayaan masyarakat. Temuan ini signifikan dalam mendorong perumusan kebijakan pembangunan perbatasan yang lebih inklusif, adaptif dan berkelanjutan, serta

memberikan kontribusi konseptual untuk memperkuat kapasitas implementasi kebijakan di daerah terbelakang dan strategis lainnya.

Kata kunci: Implementasi Kebijakan; Pengembangan Perbatasan; Pembangunan Infrastruktur; Daerah Perbatasan; Indonesia

INTRODUCTION

Border areas play a crucial role in Indonesia's geopolitical and geoeconomic dynamics. As the largest archipelago globally, Indonesia's extensive land and maritime borders not only act as defense fortresses but also serve as essential gateways for cross-border interactions across economic, social, and cultural dimensions. From a geopolitical perspective, these border areas are significant in promoting national integration and enhancing national identity, which is critical for a nation characterized by its diverse ethnic groups and cultures (Bire et al., 2024)(Kartini et al., 2023). Furthermore, they are pivotal in fostering economic opportunities, as the Indonesian government recognizes the potential of border regions to emerge as new growth centers through enhanced connectivity and cross-border trade, particularly with neighboring countries like Timor Leste and Malaysia (Purnama & Iswardhana, 2022)(Rumbiak et al., 2022). The strategic importance of these borders is underscored by initiatives aimed at improving local infrastructure and facilitating tourism, which can significantly impact regional development and resilience (Nugroho et al., 2023)(Setiawan et al., 2020). Thus, Indonesia's border areas not only secure its territorial integrity but also embody mechanisms for economic growth and social cohesion, strengthening the fabric of national unity amidst diversity (Christawan et al., 2023)(Yahya et al., 2024).

The Indonesian government responded to this urgency by making the development of border areas a strategic priority in the national agenda. The National Medium-Term Development Plan (RPJMN) and the Nawacita-stated "Building from the Periphery" policy serve as the foundation for promoting infrastructure development in border areas, and a number of operational policies have been developed to support this goal, such as the establishment of the National Border Management Agency (BNPP), Presidential Instruction Number 1 of 2021 on the Acceleration of Development of Disadvantaged Regions, and the construction of the Pos Lintas Batas Negara (PLBN), which serves as both a symbol of the state's presence and the hub of social and economic activity at the border.

However, how well these regulations are implemented locally has a significant impact on how effective they are. Infrastructure development in border regions frequently encounters a number of complex obstacles, such as problems with governance, interagency cooperation, and policy conformity to local people's sociocultural circumstances. Therefore, it is important to examine the dynamics of development policy implementation contextually and comprehensively, especially in areas that have unique geographical and social characteristics.

One interesting area to study in this context is Jagoi Babang Sub-district in

Bengkayang Regency, West Kalimantan Province. Located directly on the Indonesia-Malaysia border and adjacent to Serikin, Sarawak, Malaysia, Jagoi Babang is an important node in the flow of goods and human mobility between countries. The existence of PLBN Jagoi Babang emphasizes its position as a strategic locus in the development of border connectivity. Despite being designated as part of a national development priority area, infrastructure conditions in Jagoi Babang still face various problems, such as damage to connecting roads, limited access to clean water and electricity, and not optimal digital communication networks.

The challenges facing Jagoi Babang are not only technical, but also institutional and social. The implementation of infrastructure projects is often hampered by weak coordination between implementing agencies, lack of integration between central and local programmers, and lack of involvement of local communities in planning and decision-making. In addition, the presence of indigenous peoples and strong cross-border historical relations complicate the implementation process, especially when policy approaches are not aligned with locally developed social values and practices. In this context, a top-down development approach risks creating resistance or policy ineffectiveness at the local level.

The examination of border development, particularly in the context of local governance, reveals several critical insights informed by past academic research. For instance, studies have identified persistent bureaucratic inefficiencies in implementing projects, particularly in specific regional contexts (Khatri et al., 2013). In line with this, research has elucidated the inadequate inter-agency coordination regarding infrastructure projects, which further exacerbates the limitations in realizing effective border development initiatives (Hidayat et al., 2024). Similarly, literature underscores the pivotal role of local governments in voicing community needs, suggesting that local authorities are crucial intermediaries in the dialogue between the government and citizens, particularly in the context of infrastructure planning (Robinson & Stephens, 2021). However, it is noteworthy that most existing literature tends to prioritize macro-level evaluations, often neglecting the micro-level dynamics that influence policy implementation. This includes a lack of scrutiny into barriers stemming from communication gaps between implementing organizations and the unique social dynamics of local communities, which remain underexplored despite their importance in effective governance (Hidayat et al., 2024)(Robinson & Stephens, 2021).

By methodically examining the obstacles to the execution of infrastructure development strategies in border regions—using Jagoi Babang Sub-district as a case study—this study seeks to close this gap. This study will investigate community reactions to the development program, institutional interactions, and communication patterns among implementing actors using a qualitative-descriptive methodology. Finding the elements that make policy implementation less successful and developing more flexible, contextual, and participatory policy proposals are the primary goals. This study advances the academic understanding of border area development and

public policy. In practice, the results should help policymakers strategically enhance the standard of infrastructure development in Indonesia's border areas.

RESEARCH METHOD

This research uses a descriptive qualitative approach to describe in depth the social reality and dynamics of infrastructure development policy implementation in the Jagoi Babang border area. This approach was chosen because it is able to reach the contextual, relational and cultural aspects inherent in the public policy implementation process, especially in areas that have geopolitical complexities such as border areas. Qualitative research allows researchers to understand the subjective experiences of policy actors, dissect interactions between implementing actors, and reveal structural and socio-cultural barriers that are not reached by quantitative methods. In accordance with (Creswell, 2016) opinion, this approach is appropriate when researchers want to explore in depth complex and contextual phenomena, and when the data collected is narrative, not numerical. Therefore, this approach supports the main objective of the research, which is to explore barriers to policy implementation from the perspectives of institutions, communication and community social responses.

Data collection was conducted through three main techniques: in-depth interviews, field observations, and documentation studies. Semi-structured interviews were conducted with key informants, such as BNPP representatives, local government officials, indigenous community leaders, and affected residents. This technique is useful for exploring personal narratives and institutional perspectives on the dynamics of policy implementation in the field (Patton, 2015). Field observations were conducted in a passive-participatory manner to understand the geographical conditions and social dynamics in the research locations directly, without intervening. For data analysis, the (Miles & Huberman, 1994) data reduction, data display, and conclusion drawing/verification were all part of the interactive analysis approach that was employed. Triangulation of sources, methods, and time was used to test the findings' validity and make sure they appropriately reflected the empirical conditions. This approach emphasizes interpretative and reflective processes in understanding public policy as a social practice, rather than simply an administrative product.

RESULT AND DISCUSSION

The Reality of Jagoi Babang Border Area Infrastructure Development Policy Implementation

Infrastructure development in border areas, including Jagoi Babang in Bengkayang Regency, West Kalimantan, is based on a number of national strategic regulations and policies that emphasize the presence of the state in the outermost regions. This policy foundation is contained in the Nawacita vision, specifically the point "Building from the Periphery", which is further elaborated in the RPJMN 2020-

2024. Presidential Regulation No. 12/2010 and Presidential Instruction No. 1/2021 on the Acceleration of the Development of Disadvantaged Regions, which established the National Border Management Agency (BNPP), reinforce this goal. The strategic programme for the construction of Pos Lintas Batas Negara (PLBN), including in Jagoi Babang, is a concrete symbol of the state's efforts to provide basic services, improve connectivity, and strengthen national resilience in border areas.

In sync with national policies, the Bengkayang Regency Government through the 2021- 2026 RPJMD sets border area development as one of the priority missions. This focus is realized in the direction of development policies that include the construction of connecting roads to the Malaysian region, the provision of clean water and electricity in the PLBN area, the provision of official housing for officers, and the development of MSME-based economic activities and cross-border trade. The National Medium-Term Development Plan 2004-2009 Presidential Regulation No. 7 of 2005, which declares that border development is a crucial component of the national development equity strategy, is also cited in this policy. Thus, BNPP, the Ministry of PUPR, the Ministry of Home Affairs, the Provincial Government, and local governments must all be involved in the cross-sectoral, cross-scale infrastructure development strategy in Jagoi Babang.

Other legal bases that reinforce this development framework are Law No. 43/2008 on State Territory, as well as Presidential Regulation No. 31/2015 on the Spatial Plan for Border Areas in Kalimantan. Presidential Instruction No. 1 of 2019 even explicitly orders the acceleration of PLBN development in strategic areas such as Jagoi Babang, which is designated as one of 18 National Strategic Activity Centres (PKSN). This affirmation was continued in Presidential Regulation No. 118 of 2022 which confirmed PKSN as the main priority for border development. In this case, Jagoi Babang is positioned as a cross-border node, regional transportation node, as well as a vital economic growth center in the context of regional resilience and national interconnection.

To measure the effectiveness of border development policies, the Border Area Management Index (IPKP) is used, which is compiled based on the strategic functions of the area, such as cross-border, logistics, and economic centers. In the context of Jagoi Babang, the IPKP value during 2021-2024 shows stagnation and is still relatively low, reflecting the need for more targeted and intensive interventions. The IPKP is not only an evaluation instrument for policy implementation at the local level, but also a tool for programme planning and monitoring at the central level, which is reported regularly to Bappenas. With IPKP, the government has an objective tool to assess the gap between policy standards and actual conditions on the ground, and to design adaptive infrastructure development strategies based on the real needs of border areas.

Table 1. Results of IPKP PKS N Jagoi Babang 2021-2024

NO	VARIABLE/FUNCTION	2021	2022	2023	2024
LB	CROSS-BORDER	0.60	0.63	0.65	0.70
1	Customs, Immigration and Quarantine Service Centre	0.50	0.60	0.65	0.75
2	National Defense and Security Activity Centre	0.70	0.65	0.65	0.65
ST	TRANSPORT NODES	0.30	0.30	0.30	0.30
	Service Centers for Passenger and Freight Public	0.30	0.30	0.30	0.30
1	Transport Systems in the Border Areas				
2	Sea Transport Service Centre	-	-	-	-
3	Air Transport Service Centre	-	-	-	-
PE	ECONOMIC GROWTH	0.46	0.51	0.48	0.50
1	Trade and Service Centre	0.75	0.75	0.75	0.75
2	Centre for Agricultural Products Processing and Services Industry	0.60	0.75	0.75	0.75
3	Forestry Products Processing Industry Centre	-	-	-	-
4	Centre for Marine and Fishery Products Processing and Services Industry	-	-	-	-
5	Tourism Development Centre	-	-	-	-
6	Government Centre	0.60	0.60	0.50	0.50
7	Education and Health Service Centre	0.34	0.41	0.39	0.43
		0.44	0.4	0.45	0.47
GPA VALUE		(C)	6	(C)	(C)
			(C)		

The development of the Jagoi Babang Border Area Development Index (IPKP) from 2021 to 2024 shows a relatively slow and uneven increase. Overall, the IPKP value increased from 0.44 in 2021 to 0.47 in 2024, but remained in category C (low). Cross-border functions recorded a positive trend, with an increase from 0.60 to 0.70, mainly contributed by a significant increase in customs, immigration and quarantine service centers (from 0.50 to 0.75), reflecting efforts to strengthen formal border functions. In contrast, the defense and security aspect showed no significant improvement, stagnating at 0.65 since 2022.

In the Transport Node function, there has been no significant development; the score has remained at 0.30 for four consecutive years. This indicates the absence of improved connectivity and the lack of supporting transport facilities, such as ports or airports. In terms of Economic Growth, the score fluctuated from 0.46 to 0.50 over the period. While the trade and agro-processing sectors performed relatively well (score of 0.75), other sectors such as forestry, fisheries, and tourism have not developed. The education and health service center scores also showed a moderate improvement, from 0.34 to 0.43, but remained inadequate. This data shows that despite limited progress, Jagoi Babang's development has not yet reached all sectors in an equitable and sustainable manner.

Within the framework of (VanMeter&VanHorn, 1975) implementation model, the resource dimension plays a crucial role in determining the success of translating policies into concrete actions in the field. In Jagoi Babang, the availability of resources is the main challenge in implementing the border infrastructure development policy. Despite clear policy direction and regulatory support from the center, technical implementation is often hampered by budget shortfalls, limited expertise, and inadequate infrastructure. In the context of remote border areas, the need for resources that are not only sufficient in number, but also appropriate in terms of quality and technical relevance is very important.

The development of border areas such as Jagoi Babang demands the presence of basic infrastructure as a prerequisite for connectivity and local economic growth. However, the reality shows that policy implementation is often hampered by funding constraints stemming from delays in the distribution of funds from the center, lack of regional allocations, and low budget flexibility. This is exacerbated by budget designs that are too rigid and do not consider highly contextualized local needs, such as difficult geographical terrain, extreme climatic conditions, and high logistics costs. The gap between central budget planning and the real needs of the regions has led to many programmers being hampered or even not running as targeted.

PLBN Jagoi Babang is one of the strategic projects that represents state intervention in the border area. With a budget allocation of Rp224 billion, the PLBN was built to become a cross-border service center, as well as an economic gateway and regional social integration. However, the physical construction of the PLBN is only one aspect of border infrastructure needs. Beyond the grand building, there are still many unmet basic needs, such as adequate road access, a stable electricity network, and clean water and sanitation facilities. Without the support of integrated supporting resources, PLBN risks becoming an administrative monument that has no direct impact on the welfare of the community.

Institutionally, the development financing system in Jagoi Babang reflects the complexity of coordination between central and local agencies. Funds come from the APBN, DAK, DAU, and Village Fund, each with its own allocation and reporting mechanisms. However, the fragmentation of funding has led to unsynchronized programmes, such as the construction of schools without access roads or official houses without clean water supply. This problem arises due to the absence of a cross-sectoral planning integration system that is able to ensure logical connectivity between one project and other supporting projects. As a result, many infrastructures are partial and not fully operational.

Another challenge lies in the communication dimension between implementing organizations, which in Van Meter and Van Horn's model plays a role in ensuring that policies are interpreted consistently by all actors. In Jagoi Babang, the communication mechanism between agencies still runs sector ally. BNPP as the national coordinator often has difficulty synchronizing technical policies with other ministries such as PUPR, MoHA and MoF, as well as with provincial and district

governments. The lack of regular communication forums and shared information systems leads to duplication of programmes, unsynchronized implementation times, and even counterproductive policy overlaps.

In terms of the characteristics of implementing agencies, the involvement of local governments in the implementation process is still limited to administrative functions, not substantive ones. The weak bureaucratic structure, lack of technical personnel, and lack of discretionary authority make local governments not free to adjust policy implementation to local conditions. In addition, the high dependence on central decisions makes room for innovation and policy adaptation in the regions very narrow. This has an impact on the low effectiveness of policies that should be dynamic and contextual.

In terms of the socio-political environment, the Jagoi Babang community has a distinctive social structure, with strong customary ties and deep-rooted cross-border interactions. However, top-down development policy approaches often do not take these local social dynamics into account. As a result, some infrastructure programmes are passively rejected by the community because they are deemed inappropriate or ignore local values. Low community participation in planning causes policies to lose social legitimacy, so their implementation does not get full support from local residents.

The attitude or disposition aspect of policy implementers is a determining factor in driving policy implementation in the field. When implementers only carry out policies as administrative routines without contextual understanding, policies tend to fail to achieve their goals. In Jagoi Babang, there are differences in attitudes between central and regional implementers. Central implementers tend to focus on physical outputs according to structural orders, while local implementers better understand the real conditions in the field but are bound by limited authority. This attitude imbalance causes policy implementation to be out of sync and the results are not optimal.

Policy implementers at the local level actually have great potential as agents of change, but unfortunately have not been given enough space to play a role. Many of them have a deep understanding of community needs, but their ideas and initiatives are often not accommodated in central planning. If they are encouraged to be proactive, given technical training, and given a wide operational discretion, policy implementation will be more responsive and adaptive to field challenges.

In general, there is a significant discrepancy between the centrally formulated policies and the actual field implementation of infrastructure development strategies in the Jagoi Babang border area. Despite being supported by various strategic regulations and programmes, policy implementation still faces major challenges in terms of resource provision, cross-agency coordination, involvement of local actors, and sensitivity to the socio-cultural conditions of border communities. The stagnant IPKP value shows that the top-down and partial policy approach has not been able to touch the root of the problem as a whole. Therefore, a reformulation of the

implementation approach that is more collaborative, integrative and contextual is needed.

Identification of Factors Hindering the Implementation of Infrastructure Development Policy for Jagoi Babang Border Area

This research categorizes policy implementation barriers into two main categories, namely structural and cultural, as they represent different but interrelated sources of challenges in the public policy implementation process. Barriers do not solely arise from technical or administrative issues, but also from the institutional framework and social values that influence the behavior of policy implementers and recipients. This classification aims to facilitate analysis and formulation of more targeted handling strategies. Structural barriers generally require intervention through improvements in systems, regulations and bureaucratic capacity, while cultural barriers demand a more contextualized response through active community engagement and an understanding of local socio-cultural characteristics. By understanding these two dimensions thoroughly, policies can be designed comprehensively, not only effective in technical implementation, but also socially accepted by the communities targeted for development.

1. Structural Barriers

Structural barriers in the implementation of infrastructure development policies in border areas such as Jagoi Babang highlight significant systemic limitations in institutional design, inter-agency coordination, and capacity. Despite the existence of comprehensive regulatory and planning frameworks at the central level, successful implementation remains heavily contingent on the institutional readiness of local entities (Kurniati et al., 2019). The disparities that exist between macro-level planning and micro-level realities often manifest as technical, bureaucratic, and functional challenges, detracting from the effectiveness of program execution (Rahman, 2022). For example, limited government support and ineffective policy execution have been identified as key impediments to rural development initiatives, emphasizing the necessity for enhanced collaboration among governmental and local stakeholders (Enwin & Ikiriko, 2023). Therefore, systematically mapping these structural barriers is imperative for identifying gaps in policy implementation mechanisms, which demand more integrated and contextualized policy interventions tailored to the local context (Sulistiyowati & Wibowo, 2022).

a. Mismatch between Central Policy and Local Needs

Central policies tend to be technocratic and uniform, not taking into account the unique conditions of regions such as Jagoi Babang. This makes it difficult for local implementers to tailor programmes to the real needs of the community, resulting in ineffective policies that are often socially rejected.

b. Weak Inter-Agency Coordination

Coordination between ministries, BNPP, and local governments is still minimal. Each agency runs on its own, resulting in overlapping projects, unintegrated programmes, and low efficiency in the implementation of infrastructure development at the border.

c. Limited Human Resources and Technical Capacity

The shortage of local experts results in reliance on labor from outside the region, which increases costs and reduces project sustainability. Field implementers often do not have a deep understanding of the policy, resulting in implementation that is merely administrative.

d. Inflexible Budget System

Delays in budget disbursement and cost standards that do not match the geographical conditions of the border make project implementation suboptimal. Projects were forced to be carried out in unfavorable weather conditions, reducing the quality of construction results.

e. Limited Supporting Infrastructure

Lack of access to roads, clean water, electricity and telecommunications are major logistical bottlenecks. This slows down development, increases distribution costs, and makes it difficult to monitor and mobilize project resources.

2. Cultural Barriers

The cultural dimensions within local communities significantly influence the success of policy implementation, particularly in border areas like Jagoi Babang, where unique socio-cultural identities exist. A strictly technocratic and top-down approach may generate resistance and foster social disengagement, as community members may feel alienated from policies that lack cultural resonance. Research indicates that understanding local values and social dynamics is pivotal for the effective integration of policies into community life, as policies need to be both physically present and socially accepted to be sustainable (Bicket & Vanner, 2016). Moreover, the impact of cultural barriers such as indifference and minimal participation often resembles a hidden challenge that policymakers must navigate. Engaging and incorporating local communities during the policy design phase can significantly enhance policy acceptance and compliance, further emphasizing the need for culturally adaptable strategies (Barello et al., 2022)(Fossati & Trein, 2023). When development policies resonate with the community's socio-cultural fabric, they are more likely to achieve positive

outcomes and foster a sense of ownership among community members (Sarkies et al., 2017).

a. Symbolic Community Participation

Community involvement is still a formality, with no real role in policy planning or evaluation. As a result, projects tend not to address real needs and lack post- development community support.

b. Low Sense of Ownership

Communities do not feel ownership of government projects because they are not involved from the start. Projects are considered to belong to the center, not to the community, resulting in a lack of care in their maintenance and utilization.

c. Social Resistance due to Lack of Socialization

Poorly communicated policies lead to misunderstandings and community apathy. This has the potential to lead to passive resistance or conflict as the project is perceived as disrupting the established social order.

d. No Integration of Local Wisdom

Local values such as gotong royong and customary deliberation have not been used as a foundation in policy design. In fact, the integration of local wisdom will strengthen the legitimacy and effectiveness of policies in border communities.

Formulation of Strategic Recommendations

The implementation of infrastructure development policies in border areas such as Jagoi Babang faces significant structural and cultural challenges that impede their effectiveness. Structural barriers, including the disconnect between central policy directives and local community needs, inadequate inter-agency collaboration, and limited technical skills, necessitate a targeted approach to policy adaptation. Fragmentation in project execution often leads to situations where essential services, like schools or roads, fail to align, diminishing their overall impact on community welfare (Kugonza & Mukobi, 2016). Furthermore, cultural barriers such as superficial community engagement, a weak sense of societal ownership, and insufficient integration of local values into project planning result in governmental initiatives lacking integration into local life (SWIFT-MORGAN, 2006)(Kilewo & Frumence, 2015). A comprehensive strategy that addresses both structural and cultural dimensions is imperative for optimizing development outcomes.

A context-sensitive policy design emerges as a primary strategy to counteract the disconnect between centralized directives and localized needs. Policymaking must incorporate empirical data and genuine community involvement, moving away

from traditional top-down approaches (Finsterbusch & Van Wicklin, 1987). This aligns with adaptive policy-making principles, which advocate for flexible strategies that can accommodate local dynamics (Mulligan et al., 2011). Strengthening local governance structures, such as traditional community leaders and local governments in planning processes, will empower constituents and ensure that infrastructure projects meet community needs (FORD et al., 2008).

Enhancing coordination across different governmental tiers and agencies to address systemic fragmentation forms the second critical strategy. Establishing integrative task forces that facilitate communication between ministries can help reduce overlaps in authority, fostering streamlined project implementation (Kugonza & Mukobi, 2016)(Finsterbusch & Van Wicklin, 1987). Additionally, leveraging technology, such as integrated platforms for communication and reporting, improves collaboration among various stakeholders, which is essential for creating cohesive development programs

Addressing budgetary constraints is the third strategy, particularly through the adoption of multi-year budgeting practices and regionally adaptable cost standards. Existing rigidity in budget allocations often leads to delayed project implementations, undermining their efficacy, especially in areas with challenging geographical conditions like Jagoi Babang (Vosloo, 2021). More flexible fiscal approaches will empower local governments to prioritize contextually relevant projects, enhancing the effectiveness of public expenditures (Kilewo & Frumence, 2015)(Landauer & Komendantova, 2018).

Finally, the integrated development of basic infrastructure remains pivotal. The absence of foundational facilities, including reliable roads, electricity supply, and communication networks, hampers the functionality of more advanced developments. Thus, infrastructure planning should be guided by the minimum platform principle to ensure that essential amenities are established before introducing subsequent projects (Addor & Santos, 2014). Cultivating community participation from the outset and emphasizing transparency and two-way communication are crucial for building trust and ownership of developmental initiatives among local populations (Mulligan et al., 2011)(Furber et al., 2012). In conclusion, a synergized framework encompassing both structural reform and cultural engagement is essential for the successful execution of infrastructure development initiatives in border regions like Jagoi Babang.

CONCLUSION

Based on the results of research on the implementation of infrastructure development policies in the Jagoi Babang border area, it can be concluded that policy effectiveness is not solely determined by the clarity of regulations or the amount of budget allocations, but is highly dependent on institutional capacity and sensitivity to local socio-cultural conditions. This research confirms that implementation barriers stem from two main dimensions, structural and cultural, which are interrelated.

Structural barriers, such as mismatches between central policies and local needs, weak inter-agency coordination, technical limitations of local implementers, and rigid budget systems, point to the importance of improving governance systems and policy designs that are more flexible and based on local data. Meanwhile, cultural barriers include low substantive participation of the community, lack of ownership of the project, and non-accommodation of local values such as gotong royong and customary deliberation, indicating that policies must be integrated with the social dynamics of the community to be socially acceptable and sustainable.

The implication of these findings is the need for an integrative and holistic policy implementation strategy, which is able to address structural challenges through institutional reform, strengthening cross-sectoral coordination, and increasing resource capacity at the local level, and at the same time addressing cultural barriers through participatory, inclusive and contextual approaches. Thus, successful development in border areas such as Jagoi Babang will not be achieved only through physical development interventions or short-term projects, but through the establishment of a policy ecosystem that brings together the power of the state and local communities. The integration of structural and cultural dimensions is key to creating development that is not only adaptive to technical and administrative challenges, but also deeply rooted in the social life of border communities. This approach is essential to ensure the sustainability of development outcomes and strengthen social cohesion and state sovereignty in Indonesia's outermost regions.

REFERENCES

- Addor, M. R. A., & Santos, E. T. (2014). BIM Design Coordination Room Infrastructure: Assessment of Communication Activities. *Computing in Civil and Building Engineering (2014)*, 1–8. <https://doi.org/10.1061/9780784413616.001>
- Akib, H. (2010). Policy implementation: What, why, and how. *Journal of Public Administration*, 1(1), 1–11. https://www.academia.edu/download/61045250/97794-ID-implementasi-kebijakan-apa-mengapa-dan-b_120191028-16634-1fq32g7.pdf
- Barello, S., Acampora, M., Paleologo, M., Schiavone, L., Anderson, G., & Graffigna, G. (2022). Public views on the Covid-19 immunity certificate: A scoping review. *Health Expectations*, 25(6), 2645–2657. <https://doi.org/10.1111/hex.13589>
- Bicket, M., & Vanner, R. (2016). Designing Policy Mixes for Resource Efficiency: The Role of Public Acceptability. *Sustainability*, 8(4), 366. <https://doi.org/10.3390/su8040366>
- Bire, C. M. D., Radja, M. R., Silvester, A., & Tungga, A. R. A. (2024). Obstacles to the enforcement of sovereignty in the land border area of the Unitary State of Republic Indonesia (NKRI) with the Republic Democratic Timor Leste (RDTL). *Journal of Multidisciplinary Academic Business Studies*, 1(3), 409–416. <https://doi.org/10.35912/jomabs.v1i3.2148>

- Christawan, E., Perwita, A. A. B., Midhio, I. W., Hendra, A., & Sumertha, I. G. (2023). Papua as the Window of Indonesia's Spirit for the Melanesian Communities. *Journal of Social and Political Sciences*, 6(3). <https://doi.org/10.31014/aior.1991.06.03.426>
- Creswell, J. W. (2016). *Research design: Qualitative, quantitative, and mixed approaches* (4th ed.). Student Library.
- Enwin, A. D., & Ikiriko, T. D. (2023). Understanding the Challenges of Affordable Housing Provision in Nigeria: An Analysis of Key Factors and Policy Implications. *European Journal of Theoretical and Applied Sciences*, 1(4), 420–436. [https://doi.org/10.59324/ejtas.2023.1\(4\).38](https://doi.org/10.59324/ejtas.2023.1(4).38)
- Finsterbusch, K., & Van Wicklin, W. A. (1987). The contribution of beneficiary participation to development project effectiveness. *Public Administration and Development*, 7(1), 1–23. <https://doi.org/10.1002/pad.4230070102>
- FORD, J. D., SMIT, B., WANDEL, J., ALLURUT, M., SHAPPA, K., ITTUSARJUAT, H., & QRUNNUT, K. (2008). Climate change in the Arctic: current and future vulnerability in two Inuit communities in Canada. *The Geographical Journal*, 174(1), 45–62. <https://doi.org/10.1111/j.1475-4959.2007.00249.x>
- Fossati, F., & Trein, P. (2023). Social acceptance of policy instrument design during times of crisis. *European Policy Analysis*, 9(2), 167–190. <https://doi.org/10.1002/epa2.1174>
- Furber, A., Duncan, S., Smith, S. D., & Crapper, M. (2012). The health and safety implications of socio-cultural context for community construction projects in developing countries. *Construction Management and Economics*, 30(10), 857–867. <https://doi.org/10.1080/01446193.2012.707324>
- Hidayat, B. A., Supartoyo, Y. H., Setiawan, S., Ragimun, R., & Salim, Z. (2024). Government infrastructure investment stimulation through booming natural resources: Evidence from a lower-middle-income country. *PLOS ONE*, 19(5), e0301710. <https://doi.org/10.1371/journal.pone.0301710>
- Kartini, I., Perdana, A., & Kosandi, M. (2023). Examining a Critical Geopolitics in the Determination of Indonesia and Timor Leste Land Boundaries in Noel Besi – Citrana Segment. *Journal of Humanities and Social Sciences Studies*, 5(4), 61–71. <https://doi.org/10.32996/jhsss.2023.5.4.10>
- Khatri, D. B., Bista, R., & Gurung, N. (2013). Climate change Adaptation and Local Institutions: How to Connect Community Groups with Local Government for Adaptation Planning. *Journal of Forest and Livelihood*, 11(1), 14–28. <https://doi.org/10.3126/jfl.v11i1.8610>
- Kilewo, E. G., & Frumence, G. (2015). Factors that hinder community participation in developing and implementing comprehensive council health plans in Manyoni

District, Tanzania. *Global Health Action*, 8(1), 26461.
<https://doi.org/10.3402/gha.v8.26461>

Kugonza, S., & Mukobi, R. (2016). Public participation in services delivery projects in Buikwe District Local Government Uganda. *Commonwealth Journal of Local Governance*, 127–146. <https://doi.org/10.5130/cjlg.v0i18.4846>

Kurniati, E. D., Susilowati, I., & Suharno, S. (2019). Regional Innovation System in Rural Economic Institutional: Empirical Evidence From Semarang, Indonesia. *Jurnal Ekonomi Pembangunan: Kajian Masalah Ekonomi Dan Pembangunan*, 20(1), 108–129. <https://doi.org/10.23917/jep.v20i1.7040>

Landauer, M., & Komendantova, N. (2018). Participatory environmental governance of infrastructure projects affecting reindeer husbandry in the Arctic. *Journal of Environmental Management*, 223, 385–395. <https://doi.org/10.1016/j.jenvman.2018.06.049>

Miles, M. B., & Huberman, A. M. (1994). *Qualitative data analysis: An expanded sourcebook*. Sage Publications.

Mulligan, J., Tompsett, A. L., & Guthrie, P. M. (2011). An ‘engineer–client’ framework for participation in community-scale infrastructure projects. *Proceedings of the Institution of Civil Engineers - Engineering Sustainability*, 164(1), 35–47. <https://doi.org/10.1680/ensu.2011.164.1.35>

Nugroho, A. S., Rijanta, R., Santoso, P., & Marfai, M. A. (2023). The Regionalism of Borders in Indonesia (Case Study: Sebatik Island, Indonesia). *Indonesian Journal of Geography*, 55(3). <https://doi.org/10.22146/ijg.79811>

Patton, M. Q. (2015). *Qualitative research & evaluation methods: Integrating theory and practice*. Sage Publications.

Pradana, G. A. (2016). Discretion in public policy implementation (Study on the implementation of BPJS-Health policy at Kepanjen Health Centre). *Scientific Journal of Public Administration*, 2(2), 194–203. https://scholar.archive.org/work/pzvrdqs26nbd7ftkzyzofouqi4/access/wa_yback/https://ji.ap.ub.ac.id/index.php/jiap/article/download/604/1259

Purnama, A. B., & Iswardhana, M. R. (2022). KALIMANTAN BORDER ISSUES AND INDONESIA’S BORDER DIPLOMACY TOWARDS MALAYSIA. *Natapraja*, 10(2), 105–124. <https://doi.org/10.21831/natapraja.v10i2.42347>

Rahman, A. (2022). Agricultural Transformation in Indonesia: Evaluation of Policy Implementation and Challenges Faced. *Jurnal Ilmiah Ilmu Administrasi Publik*, 12(2), 691. <https://doi.org/10.26858/jiap.v12i2.50367>

Robinson, B. M. K., & Stephens, S. (2021). moderating and mediating role of local government in the community engagement strategy of a renewable energy

company in South Africa. *Journal of Energy in Southern Africa*, 32(3), 14–23.
<https://doi.org/10.17159/2413-3051/2021/v32i3a9403>

Rumbiak, M. M. G., Fauzi, A., Hakim, D. B., & Kolopaking, L. (2022). Analysis of Strategic Variabel for Development of the Indonesia – Papua New Guinea Border Area. *MIMBAR: Jurnal Sosial Dan Pembangunan*, 59–68.
<https://doi.org/10.29313/mimbar.v0i0.8438>

Sahupala, M. I. (2020). Implementation of waste management policies in the Tasikmalaya City Environmental Service (Study in Indihiang District, Tasikmalaya City). *Syntax Literate: Indonesian Scientific Journal*, 5(6), 76–88.
<https://core.ac.uk/download/pdf/322564101.pdf>

Sarkies, M. N., Bowles, K.-A., Skinner, E. H., Haas, R., Lane, H., & Haines, T. P. (2017). The effectiveness of research implementation strategies for promoting evidence-informed policy and management decisions in healthcare: a systematic review. *Implementation Science*, 12(1), 132.
<https://doi.org/10.1186/s13012-017-0662-0>

Sasuwuk, C. H., & Lengkong, F. (2021). Implementation of the Village Fund Cash Assistance (BLT-DD) distribution policy during the Covid-19 pandemic in Sea Village, Minahasa Regency. *Journal of Public Administration*, 9(1), 1–11.
<https://ejournal.unsrat.ac.id/index.php/JAP/article/download/35089/32872>

Setiawan, M. R. S., Mendrofa, E. L. A. M., & Pramana, G. M. A. P. (2020). BORDER MANAGEMENT: CHALLENGES AND ISSUES AT THE BORDER IN INDONESIA. *Customs Research and Applications Journal*, 2(2), 84–104.
<https://doi.org/10.31092/craj.v2i2.65>

Sulistiyowati, D., & Wibowo, P. (2022). Infrastructure Spending in the Characteristics of the Regions: Towards the Achievement of Sustainable Development Goals. *The Indonesian Journal of Accounting Research*, 25(03).
<https://doi.org/10.33312/ijar.622>

SWIFT-MORGAN, J. (2006). What Community Participation in Schooling Means: Insights from Southern Ethiopia. *Harvard Educational Review*, 76(3), 339–368. <https://doi.org/10.17763/haer.76.3.e475j32j69q27x63>

Van Meter, D. S., & Van Horn, C. E. (1975). The Policy Implementation Process: A Conceptual Framework. *Administration & Society*, 6(4), 445–488.
<https://doi.org/10.1177/009539977500600404>

Vosloo, C. (2021). A comparison of three public projects that included community participation to determine the total value add. *Acta Structilia*, 28(2), 170–207.
<https://doi.org/10.18820/24150487/as28i2.7>

Yahya, Y., Widjayanto, J., & Hendra, A. (2024). National Security Threats in the Indonesian Border Areas with Timor Leste. *Indonesian Journal of Applied and*

Reslaj: Religion Education Social Laa Roiba Journal

Volume 7 Nomor 6 (2025) 1813 - 1829 P-ISSN 2656-274x E-ISSN 2656-4691

DOI: 10.47476/reslaj.v7i6.8754

Industrial Sciences (ESA), 3(2), 209-218.
<https://doi.org/10.55927/esa.v3i2.8494>