

Government Synergy in Handling Border Conflict between West Lombok Regency and Central Lombok Regency

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Abstract

The territorial boundary conflict between West Lombok and Central Lombok districts in West Nusa Tenggara (NTB) province has been going on for several years, with various attempts being made to find an appropriate solution. This study aims to analyze the synergies carried out by the Provincial Government of NTB in handling boundary conflicts. The research method used is a case study with in-depth interviews with informants involved in handling boundary conflicts. The results of the study show that government synergy in resolving boundary conflicts involves the West Lombok Regency Government, Central Lombok Regency Government, community leaders, and other relevant agencies. The synergies carried out include facilitating meetings, strengthening the authority of the Border Dispute Resolution Team so that it has a large and strong capacity, approaching the community, coordinating the central government with local governments regarding border conflicts between Central Lombok and West Lombok Regencies by providing coordination space. The governor acts as the representative of the central government in the province, so that the central government is under the command of the provincial government. The results of this research are the Decision of the Supreme Court of the Republic of Indonesia Number 1 P/Hum/2023 dated 9 February 2023, in the case submitted by the Regent of Central Lombok as the applicant party and the Minister of Home Affairs as the respondent. It has been decided that Nambung will become part of Central Lombok Regency.

Keywords: *Territory Boundary Conflict, Synergy, Conflict Resolution, NTB*

INTRODUCTION

Territorial boundaries provide certainty in administrative areas and governance. Therefore, it is crucial to promptly establish the legal boundaries of newly expanded regions through the acceleration of boundary demarcation, as stated by Niendyawati & Hidayatno L. This contributes to expediting the establishment of legal certainty and reducing horizontal conflicts in Indonesia. The presence of boundary uncertainties becomes a problem in newly expanded regions that have not been addressed with a mature concept, including conflicts between the parent region and the newly formed region.

Law Number 22 of 1999 asserts that, based on the experiences of implementing regional autonomy principles in the past, which emphasize real and accountable autonomy as a duty rather than a right, the provisions of the law grant autonomy to Districts and Cities based solely on the principle of decentralization in the form of extensive, real, and responsible autonomy. As a result, the development of regional expansion in Indonesia, including provinces, districts, and/or cities, has improved. Thus, the regional expansion in Indonesia, as a follow-up to regional autonomy, naturally gives rise to new boundaries between provinces, districts, and/or cities to maximize the regions and governance. Boundary demarcation aims to create order in governance administration, provide clarity, and legal certainty regarding the boundaries of a region. The mentioned boundaries, as described in Article 35 of Law Number 23 of 2014 concerning Regional Government, must be proven with coordinate points on a base map.

Minister of Home Affairs Regulation of the Republic of Indonesia Number 76 of 2012 concerning Guidelines for Boundary Demarcation states in Article 1, paragraph 3, that "Land boundaries are administrative boundaries between regions that consist of a series of coordinate points on the Earth's surface, which can be natural features such as mountain ridges/watersheds, river medians, and/or artificial elements in the field, documented in the form of maps." Article 2 states that "Boundary demarcation aims to create order in governance administration, provide clarity, and legal certainty regarding the boundaries of a region." The expansion of regions from 1999 to 2022 has resulted in a total of 979 boundary segments throughout Indonesia. Prior to the issuance of Government Regulation Number 43 of 2021, 668 boundary segments were resolved, consisting of 138 inter-provincial boundary segments and 527 inter-district/city boundary segments. However, there are still 311 indicative boundary segments that need to be resolved.

In the course of development, efforts have been made to expedite the resolution of indicative boundary segments. As of the end of February 2022, 262 boundary segments have been resolved and are currently in the process of being officially established through the Minister of Home Affairs Regulation. Additionally, there are 49 boundary segments that are still undergoing the resolution process. Specifically, as of the end of February 2022, 71 boundary segments have been officially established through the Minister of Home Affairs Regulation. These segments include 5 inter-provincial boundary segments and 66 inter-district/city boundary segments in the provinces of Aceh, North Sumatra, Riau, West Sumatra, Jambi, South Sumatra, Lampung, Riau Islands, East Java, West Kalimantan, Central Kalimantan, South Sulawesi, West Sulawesi, North Maluku, East Nusa Tenggara, and Papua. The uneven implementation of the Boundary Demarcation regulation has become one of the triggers for border conflicts in various regions of Indonesia, including the conflict between West Lombok Regency and Central Lombok Regency in the West Nusa Tenggara Province (NTB).

The border conflict between West Lombok Regency and Central Lombok Regency has been ongoing for a considerable period of time. The lack of clarity regarding administrative boundaries between the newly formed autonomous region and the existing region has hindered its resolution. In the process of resolving the border dispute, the Government, through the Ministry of Home Affairs, issued Minister of Home Affairs Regulation Number 93 of 2017 concerning the Determination of Boundaries between West Lombok Regency and Central Lombok Regency. This regulation was intended to serve as a basis for administrative implementation, governance elements, and the Land Agency of each respective district (IKP, 2020). However, in reality, Minister of Home Affairs Regulation Number 93 of 2017 did not address the issues between the two regencies and instead triggered new conflicts between them. Central Lombok Regency government stated that several points in the regulation were deemed inappropriate, especially in the southern part of the region directly bordering West Lombok Regency, which was marked as TK. 001 and TK. 002. In the border area between Montong Ajan Village and Buwun Mas Village, there was a boundary that should have been within Central Lombok Regency's administrative jurisdiction. However, according to the issued regulation, that area was considered part of West Lombok Regency's administration (Yunanto, 2022).

Minister of Home Affairs Regulation Number 93 of 2017 concerning the Determination of Boundaries between West Lombok Regency and Central Lombok Regency was perceived as disadvantageous and unacceptable by the government and the people of Central Lombok Regency. It resulted in a reduction of managed territory and natural resources, which had material consequences such as a decrease in budget allocation for development projects from the Local Government Budget (APBD) of Central Lombok Regency in the border areas

annexed by West Lombok Regency. Additionally, it negatively impacted the livelihoods of the people of Central Lombok Regency. Furthermore, there were broader implications, such as a decline in interest from investors from various countries to invest in Indonesia, particularly in the West Nusa Tenggara Province. This was due to the perception that the investment climate in Indonesia was vulnerable and risky due to the lack of clarity in regulations related to border boundaries (Yunanto, 2022). The uncertainty regarding the boundary between West Lombok Regency and Central Lombok Regency can be attributed to the lack of synergy between the Central Government, Provincial Government, and District Government. In other words, there was a lack of serious coordination and synergy in preventing inter-regional conflicts that result in material losses, as evidenced by the issuance of Minister of Home Affairs Regulation Number 93 of 2017. Furthermore, there was a lack of precision and caution in the resolution process and anticipation of potential conflicts. The border conflict between West Lombok Regency and Central Lombok Regency in West Nusa Tenggara Province was triggered by the issuance of Minister of Home Affairs Regulation Number 93 of 2017, which failed to provide legal certainty.

Based on the above description, it is interesting to conduct research to address the following research question: How is the synergy between local governments and what efforts are being made by the local governments in resolving the border conflict between West Lombok and Central Lombok?

RESEARCH METHODS

The research method used to address the problem is normative research, employing in-depth interviews with Mr. Drs. Wardani, M.AP, the Director of Toponymy and Boundary Areas at the Ministry of Home Affairs. Data collection includes primary data, obtained directly from the interviewees, and secondary data, including laws, official documents, books, research reports, and others. Data and legal materials are analyzed using qualitative-descriptive analysis, which involves describing and examining literature data in a meticulous and systematic manner to draw conclusions and make research recommendations

RESULT AND DISCUSSION

The Impact of the Issuance of Minister of Home Affairs Regulation No. 93 of 2017 on the Determination of Boundaries between West Lombok Regency and Central Lombok Regency. The issue of boundary disputes between regencies can be seen from the triggering aspects. For example, from a juridical aspect, the dispute arises due to the unclear delineation of the boundaries in the annexed map of the regional formation law, exacerbated by map attachments that do not comply with cartographic principles (such as lacking scale and coordinates), and even only in the form of sketches, resulting in:

1. Overlapping territorial coverage;
2. Duplication or absence of government services;
3. Contestation over the management of natural resources;
4. Overlapping location permits for businesses;
5. Multiple electoral constituencies in the electoral and regional head elections process.

According to Minister of Home Affairs Regulation No. 141/2017 on Boundary Delimitation, it has been explained that:

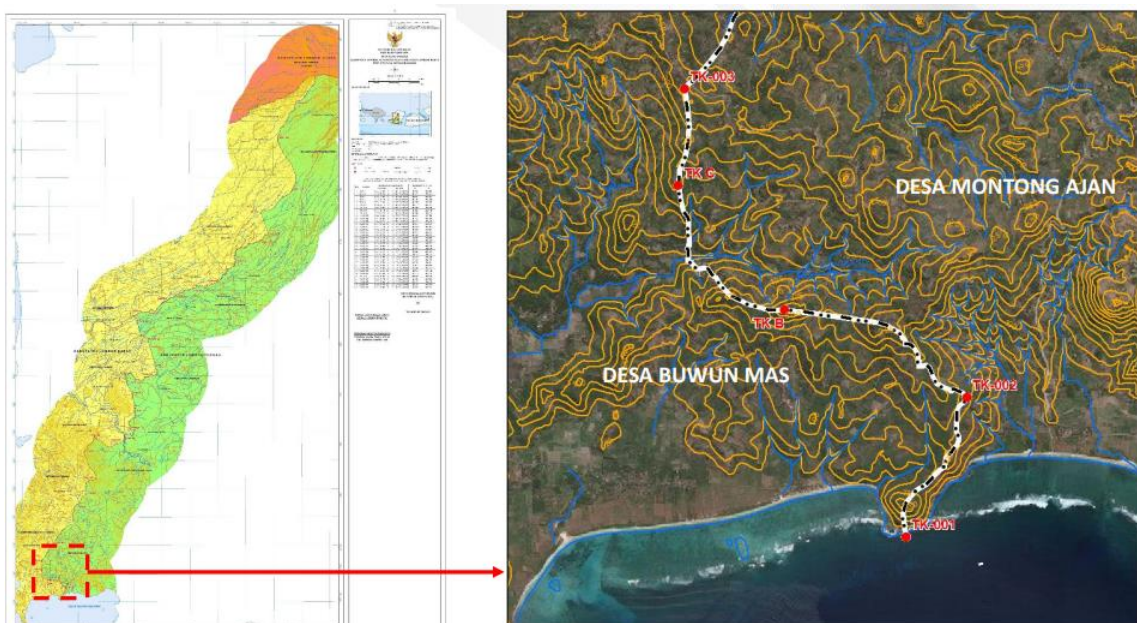
1. Land Boundaries: administrative boundaries between regions that consist of a series of coordinate points on the Earth's surface, which can be natural landmarks such as ridges/mountain ranges (watersheds), river medians, and artificial features on the field, represented in the form of a boundary map.
2. Boundary Delimitation: the activity of determining coordinate points of the boundary, which can be conducted through cartometric methods and/or field surveys, and represented in the form of a boundary map with a list of coordinate points.
3. Central Boundary Delimitation Team, referred to as the Central BDT, is a team established by the Minister of Home Affairs. Provincial Boundary Delimitation Teams are established by Governors, and District/City Boundary Delimitation Teams are established by Regents/Mayors.
4. Cartometric Method: tracing/drawing boundary lines on working maps and measuring/counting the position of points, distances, and the area of coverage using base maps and other supplementary maps.

In the Delimitation of Boundaries between West Lombok Regency and Central Lombok Regency in West Nusa Tenggara Province, it was based on the following documents:

1. Decree of the Governor of West Nusa Tenggara Province No. 267/1992 on the Determination of Boundary Markers between West Lombok Regency (Level II District) and Central Lombok Regency (Level II District). The decree states that "the boundary between West Lombok Regency (Level II District) and Central Lombok Regency (Level II District) follows the natural boundary from the southern part of Tanjung Jagok, continuing northward along the hilltops, as indicated in the map created by the Agrarian Directorate of West Nusa Tenggara Province in 1987."
2. Booklet on Boundary Markers between West Lombok Regency and Central Lombok Regency by the Government of West Nusa Tenggara Province in 2006, which includes:

Installation of Boundary Marker Pillars

- a. Pillar A with coordinates $08^{\circ} 52' 13.4''$ S and $116^{\circ} 06' 33.6''$ E
- b. Pillar B with coordinates $08^{\circ} 50' 46.2''$ S and $116^{\circ} 06' 20.6''$ E
- c. Pillar C with coordinates $08^{\circ} 50' 14.2''$ S and $116^{\circ} 05' 34.2''$ E



The third step was a coordination and clarification meeting on the boundaries of Region III at Hotel Menara Peninsula on June 9, 2016. The meeting was attended by the Assistant for Government and Kesra of the Regional Secretariat of West Lombok Regency, the Head of Bappera of Central Lombok Regency, the Head of the Governance Bureau of West Nusa Tenggara Province, and the Central Boundary Delineation Team. During the meeting, an agreement was reached between the Government of West Lombok Regency and the Government of Central Lombok Regency to refer to the Governor's Decree Number 267 Year 1992 on the Determination of Boundary Points between the Regions of West Lombok Regency and Central Lombok Regency. Furthermore, the Governments of West Lombok Regency and Central Lombok Regency agreed on the boundary coordinates stated in the draft Minister of Home Affairs Regulation regarding the boundaries between West Lombok Regency and Central Lombok Regency.

The fourth step in the process was the discussion and harmonization meeting on the draft Minister of Home Affairs Regulation (Permendagri) regarding the boundaries between West Lombok Regency and Central Lombok Regency on January 18, 2017, in Jakarta. During the meeting, a draft Permendagri and accompanying map were produced, referring to the Minutes of Agreement from June 9, 2016. A coordination period was given until February 17, 2017, for both regencies to coordinate on the draft Permendagri, facilitated by the Government of West Nusa Tenggara Province. If no changes agreed upon by both regencies were made by the specified time, the draft Permendagri would proceed to become an official regulation.

Fifth, a follow-up harmonization meeting on the draft Minister of Home Affairs Regulation regarding the boundaries between West Lombok Regency and Central Lombok Regency took place on February 8, 2017, in the meeting room of the Regional Secretary of West Nusa Tenggara Province. The meeting resulted in the following:

- The Government of West Lombok Regency agreed to adhere to the minutes of the meeting held on June 9, 2016, and the minutes of the harmonization meeting on the draft Minister of Home Affairs Regulation dated January 18, 2017.
- The Government of West Lombok Regency entrusted the resolution to the Ministry of Home Affairs and fully accepted the outcomes of the determination.
- The Government of Central Lombok Regency did not attend without confirmation, with the following notes: a. The meeting conducted by the Government of West Nusa Tenggara Province is a follow-up to the harmonization meeting on the draft Minister of Home Affairs Regulation held on January 18, 2017. b. There was no new agreement in the minutes dated February 8, 2022. c. In accordance with the minutes dated January 18, 2017, if there are no agreed-upon changes by both Regencies within the specified time frame, the draft Minister of Home Affairs Regulation will be processed into a ministerial regulation.

Sixth, a field survey was conducted to resolve the boundary dispute between West Lombok Regency and Central Lombok Regency on May 23, 2017. The survey was attended by the Boundary Delineation Team of West Lombok Regency, the Boundary Delineation Team of Central Lombok Regency, the Boundary Delineation Team of West Nusa Tenggara Province, and the Central Boundary Delineation Team. The result of the survey was the plotting of assets owned by the respective regencies and the population in the field.

During the meeting to discuss the verification results of the boundaries between West Lombok Regency and Central Lombok Regency, held in the meeting room on the 5th floor of Building H at the Ministry of Home Affairs on June 12, 2017, it was attended by the Head of

Regional Development Subdivision of the Provincial Government of West Nusa Tenggara and the Central Boundary Delineation Team. During the meeting, two additional cartometric points (tk b and tk c) were added, adjusted according to the factual conditions in the field (population and asset aspects), without changing the boundary pillars and cartometric points agreed upon by both Regencies on June 9, 2016, at Hotel Menara Peninsula. The Government of West Nusa Tenggara Province and the Central Boundary Delineation Team agreed on the boundary lines



and coordinates included in the draft Minister of Home Affairs Regulation regarding the boundaries between West Lombok Regency and Central Lombok Regency. Subsequently, Minister of Home Affairs Regulation Number 93 of 2017 concerning the boundaries between West Lombok Regency and Central Lombok Regency, West Nusa Tenggara Province, was issued.

The issuance of Minister of Home Affairs Regulation Number 93 of 2017 notes that the boundary delineation and determination mechanisms were in accordance with Minister of Home Affairs Regulation Number 76 of 2012, later amended to Minister of Home Affairs Regulation Number 141 of 2017 regarding the delineation of boundaries. There was an agreement between the two Regencies throughout the process of boundary delineation until the issuance of Minister of Home Affairs Regulation Number 93/2017, both the agreement on June 9, 2016, and January 18, 2017 (discussion on the draft regulation). The agreement was supported by information on assets/population from field surveys, particularly in problematic areas. In general, there were no issues except for the sub-segment from TK 001 to TK B of Minister of Home Affairs Regulation Number 93/2017. The boundary lines drawn in Minister of Home Affairs Regulation Number 93/2017 were consistent with the boundary description in Governor of West Nusa Tenggara Province Decree Number 267/1992, which states that the boundary follows the hilltops from Tanjung Jagok northward. Therefore, there is consistency between Minister of Home Affairs Regulation Number 93 of 2017 and Governor of West Nusa Tenggara Province Decree Number 267/1992.

The delineation of boundaries applies to all regions in Indonesia, including the boundaries between West Lombok Regency and Central Lombok Regency. Although Minister of Home Affairs Regulation Number 93 of 2017 on the determination of boundaries between West Lombok Regency and Central Lombok Regency has been issued, there is a perception of disadvantage from Central Lombok Regency. The regulation includes a southern area that directly borders West Lombok Regency, which should have been part of Central Lombok Regency's territory but is administratively included in West Lombok Regency according to the Minister of Home Affairs Regulation.

Therefore, the inconsistency in the boundary delineation stated in Minister of Home Affairs Regulation Number 93/2017 can lead to losses for the community, especially in Central Lombok Regency, and can potentially trigger prolonged conflicts with West Lombok Regency. However, until now, boundary disputes in various regions of Indonesia have been triggered, among other factors, by the unclear administrative boundaries between new autonomous regions and old regions. This issue then extends to various dimensions of conflict, such as social conflict and conflict over natural resources.

Indeed, it is crucial for the government to establish synergy in managing inter-regional borders, as areas with valuable natural resources often become a source of boundary conflicts. The delineation of boundaries aims to create administrative order, provide clarity, and legal certainty regarding the territorial boundaries of a region, addressing both technical and juridical aspects. This process is essential to ensure effective governance and prevent conflicts arising from territorial disputes.

CONCLUSION

The conclusion of “Government Synergy in Handling Border Conflict between West Lombok Regency and Central Lombok Regency is the delineation of boundaries between two autonomous regions requires consideration of various aspects so that the goals of decentralization and regional autonomy can be achieved. The blurring of regional boundaries can also have a wider negative impact than just the potential for inter-regional conflict due to the strategic and economic potential of a part of the region, such as the impact on social life and the administration of government and may even have a political impact, especially in border areas. The Central Government through the Ministry of Home Affairs which oversees the field of territorial boundaries has exercised its power and efforts in terms of resolution of boundary conflicts between West Lombok Regency and Central Lombok Regency by forming a regional boundary monitoring team which is also a negotiator between residents. Various factors that cause conflicts such as population, historical, economic, social and cultural issues are a joint study to unite perceptions to form a win-win solution to create certainty on boundaries between regions. Government synergy is carried out with approaches and review of regulations as well as approaches to the community to support conflict resolution over territorial boundaries between West Lombok Regency and Central Lombok Regency. Also in the Decision of the Supreme Court of the Republic of Indonesia Number 1 P/Hum/2023 dated 9 February 2023, in the case submitted by the Regent of Central Lombok as the applicant party and the Minister of Home Affairs as the respondent. It has been decided that Nambung will become part of Central Lombok Regency.

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