

BORDER AREA DYNAMICS: FACTORS AFFECTING THE IMPLEMENTATION OF TOPONYMY IN SANGIHE ISLANDS REGENCY

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ABSTRACT

This study aims to find out and analyze the factors affecting the implementation of toponymy policy and mapping areas in the Sangihe Islands Regency as a border area, along with findings on everything that affects the performance of these policies in an orderly effort of government administration and regional mapping. This research uses qualitative methods with a case study approach. The results showed that the factors that influenced the success of the toponymy implementation process in Sangihe Regency were communication, where communication had been carried out between the district work team to the Geospatial Information Agency and was supported by human resources as well as clarity of policy standards and targets to make it easier for local governments through the district work team to implement toponymy policies in Sangihe. However, the research meeting shows that there are still some obstacles in this study, especially in the resource factor, namely the lack of surveyors and budget constraints.

Keywords: Implementation, Policy, Toponymy

ABSTRAK

Penelitian ini bertujuan untuk mengetahui dan menganalisis faktor-faktor yang mempengaruhi implementasi kebijakan toponimi dan pemetaan wilayah di Kabupaten Kepulauan Sangihe sebagai wilayah perbatasan, beserta temuan tentang segala hal yang mempengaruhi kinerja kebijakan tersebut dalam upaya tertib penyelenggaraan kebijakan toponimi, administrasi pemerintahan dan pemetaan wilayah. Penelitian ini menggunakan metode kualitatif dengan pendekatan studi kasus. Hasil penelitian menunjukkan bahwa faktor yang mempengaruhi keberhasilan proses implementasi toponimi di Kabupaten Sangihe adalah komunikasi, dimana komunikasi telah dilakukan antara tim kerja kabupaten dengan Badan Informasi Geospasial dan didukung oleh sumber daya manusia serta kejelasan standar dan target kebijakan untuk memudahkan pemerintah daerah melalui tim kerja kabupaten dalam mengimplementasikan kebijakan toponimi di Sangihe. Namun dari temu penelitian menunjukkan bahwa masih terdapat beberapa kendala dalam penelitian ini terutama pada faktor sumber daya yaitu kurangnya surveyor dan kendala anggaran.

Kata Kunci: Implementasi, Kebijakan, Toponimi

INTRODUCTION

To realize the orderly administration of the government, protect the sovereignty and security of the territory of the Unitary State of the Republic of Indonesia, and preserve cultural values, history, and customs, the government through Government Regulation No. 2 of 2021 organizes the naming toponymy. Toponymy is a name given to elements, both natural elements, and artificial elements. Government Regulation No. 2 of 2021 describes toponymy as the part of the earth's surface that is above or below sea level and whose identity can be recognized as a natural element or artificial element. Toponymy elements consist of: a) Natural elements, formed naturally including Islands, Mountains, Hills, Plateaus, Caves, Valleys, Capes, Peninsulas, Bays, Lakes, Rivers, and Estuaries; b) Artificial elements, made by humans, including Airports, Dams, Reservoirs, Bridges, Tunnels, Lighthouses, Residential Areas, Industrial Estates, Land / Sea Management Areas, Temples, Monuments and Administrative Areas. Toponymy needs to be carried out in bookkeeping in order to create an administrative order in the field of earth's appearance in Indonesia and orderly regional administration within the framework of the Republic of Indonesia. In addition, it can realize the existence of a national Gazeter as so that there is a common understanding of the of earth's appearance in Indonesia, as well as realizing accurate data and information about the name of earth's appearance throughout the territory of the Republic of Indonesia, both for the benefit of national and international development. National Gazeter is a list of topographical names equipped with information about the types of elements, positions, locations within the administrative area, and other required and standardized information.

Referring to the above regulations, the implementation of this toponymy is an urgency to be applied in the Sangihe Islands Regency which in fact is a border area full of problems such as human trafficking, illegal fishing, border crossing without clear documents, smuggling, terrorism crossings and so on which definitely require comprehensive problem solving which requires the government and society to work together in maintaining security stability (Marihandono, 2016; Muradi, 2017; Ifeanyi-Aneke, Ifedi and Aga, 2021; Shanthi et al., 2022; Gummy, Drevon and Kaufmann, 2022). In addition, the urgency of implementing toponymy is also part of the nation's geostrategic efforts. The naming of the territory further emphasizes the identity of the Indonesian State. In addition to its position as a border area, the urgency of implementing toponymy in Sangihe County is related to the orderly administration of government. With the existence of PP No. 2 of 2021, the implementation of toponymy needs to be carried out in an orderly, integrated, successful, and effective manner and ensure accuracy, update, and legal certainty. This is important to do because it is closely related to local government policymaking. In the policy formulation

process, regional governments need more detailed and comprehensive implementing regulations related to geospatial information to avoid errors, errors, and overlapping information that results in uncertainty in the law, development budget, and information. The availability of geospatial information up to the village level is needed to support national development programs (Geospatial Information Agency, 2021).

The importance of policy implementation in the policy process is affirmed by Udoji (Santosa, 2009) as: "the execution of policies is as important if not more important than policymaking. Policy will remain dreams or blueprint file jacket unless they are implemented". This means that the implementation of the policy is something important, maybe even much more important than just a dream or a good plan neatly stored in the archive if it is not implemented. This means that no matter how important a policy is if it is not implemented properly, the results of the policy are also not good. Bernadine R. Wijaya and Susilo Supardo (Pasolong, 2010:57) define policy implication as the process of transforming a plan into practice. Transforming a plan into practice can be interpreted as the implementation of decisions regarding fundamental policies, usually contained in a law, but can also take the form of important executive instructions or statutory decisions (Wibawa, 2008: 7). Policy implementation according to Indiahono (2009: 142) refers to the activity of carrying out policies in the realm of reality, both carried out by government organs and parties that have been determined in the policy.

The implementation of the policy itself is usually referred to as the implementer party, and the target group. Policy implementers are those who are officially recognized as individuals/institutions responsible for the implementation of programs in the field. The target group is to appoint the parties who are used as the object of the policy. Policy implementation is the stage that determines whether the policies pursued by the government are applicable in the field and succeed in producing outputs and outcomes as planned. From the description above, it can be concluded that the implementation of public policy is the stage of implementing policies that have been determined through a series of operational actions directed at achieving the objectives of solving public problems by looking at what has been done by implementers and beneficiaries to have an impact and achieve the desired goals.

The implementation of toponymy and mapping of areas in the Sangihe Islands Regency began to be implemented in 2021 with the intervention of the Geospatial Information Agency and so far has succeeded in proposing 394 toponymy objects through the SINAR application. This data shows that there are still many islands or places in Sangihe that have not been standardized and have the potential to cause conflicts with other countries considering the geographical

conditions of the Sangihe Islands as the border area of Indonesia- the Philippines. In the implementation of policy implementation, it will be determined by many factors, and each of these factors is interconnected with each other. Some experts suggest that some implementation models have different points of view in determining the factors that influence the success of policy implementation. There are a variety of opinions from other experts looking at the factors influencing the implementation of the policy. However, we do not need to use it rawly, but can be synthesized according to research needs so that the problems to be answered can be analyzed comprehensively and not partially (Wibawa, et al, 1998). In this study, the author tries to refer to the concepts of Donald S. Van Meter and Carl E. Van Horn (in Subarsono, 2006) who suggest that policy implementation is influenced by factor standards and policy objectives, resources, and communication between organizations.

LITERATURE REVIEW

1. Implementation of Public Policy

Before describing the implementation of public policy and the factors that affect policy implementation, we will first briefly describe what is meant by public policy. Conceptually, according to Chandler and Plano (in Pasolong, 2010: 38), public policy is a strategic use of resources to solve public problems. According to Thomas Dye (in Subarsono, 2006: 2), public policy is whatever the government choice to do or not do. Thomas Dye's interpretation of public policy means that (1) a government body makes public policy; (2) Public policy concerns the choices that government bodies should or should not make.

A public policy is made to be implemented. A public policy is made to be implemented. For this reason, if a policy has been passed, there is no benefit if the policy is not implemented. The importance of policy implementation in the policy process is affirmed by Udoji (in Indiahono, 2009): "The execution of policies is as important if not more important than policy making. Policy will remain dreams or blueprint file jacket unless they are implemented". That means that policy implementation is more important than just a dream or good plan neatly stored in the archive if not implemented. This means that no matter how important a policy is if it is not implemented properly, the results of the policy are also not good.

Many factors will determine the success of policy implementation, and each is interconnected. Some experts suggest that several implementation models have different points of view in determining the factors that affect the success of policy implementation. Other experts have

mixed opinions looking at the factors that influence policy implementation. However, we do not need to use it raw but can be synthesized according to research needs so that the problems to be answered can be analyzed comprehensively and not partially. In this study, the author tries to refer to several models developed by several policy implementation studies experts such as Marilee S. Grindle (1980), Donald S. Van Meter and Carl E. Van Horn (1975), and G. Shabbir Cheema and Dennis A. Rondinelli (1983).

According to Merilee S. Grindle (in Subarsono, 2006: 93), policy implementation is influenced by two factors: Policy Content and Implementation Environment. Policy content factors include the extent to which the interests of the target group or target group are contained in the content of the policy, the type of benefit received by the target group, the extent to which the desired change of a policy, Whether the location of a program is correct, Whether a policy has specified its implementers in detail, Whether adequate resources support a program. While policy environment factors include: How much power, interests, and strategies are owned by the actors involved in policy implementation Characteristics of institutions and regimes in power. The level of compliance and responsiveness of the target group.

Furthermore, according to Donald S. Van Meter and Carl E. Van Horn (in Subarsono, 2006), policy implementation is influenced by five factors, namely: (1) Policy standards and objectives; policy standards and objectives must be clear and measurable so that they can be realized, (2) Resources; Resources here are both in the form of funds and other incentives. A policy certainly requires the support of resources (3) Relations between organizations; concerning the delivery of information and equalization of perceptions or coordination in all lines of implementing bureaucracy to achieve the goals and objectives of the policies implemented, (4) Characteristics of implementing agents; (5) Social, economic, and political conditions. In the view of G. Shabbir Chemma and Dennis A. Rondinelli (in Subarsono, 2006: 101), four groups of variables can affect performance. Moreover, the impact of a program, namely: (1) environmental conditions; (2) inter-organizational relations; (3) organizational resources for program implementation; (4) characteristics and capabilities of implementing agents. From various expert opinions regarding the factors that influence the implementation of the policy, in this study, there are several factors that are strongly identified as influencing the implementation of toponymy policies and regional mapping in Sangihe Regency, namely: Standards and Objectives, Resources, and Organization Communication.

2. Toponymy

Toponymy is the study of names that can involve their origin, meaning, typology, or use. Place names can contain representations of the physical characteristics of an area, as a means of remembering certain figures, contain hope, or as a reminder of events related to the region's history (Jordan, 2012).

Toponymy is the science or study that discusses geographical names, the origin of place names, forms, and meanings of self-names, especially names of people and places. In other words, toponymy is the science of place names, their meaning, origin, and typology. Toponymy also includes naming a place or can be said to be included in naming theory. Naming is arbitrary and (general agreement); it is said to be arbitrary because it is created or a decision based on the will of the community, while it is said to be a general agreement because it is prepared based on the habits of the community (Rusu, 2019).

In line with that, according to Anshari (2017), toponymy is often associated with the field of geography, namely for scientific discussions about the name, origin, and meaning of a place or region, as well as other parts of the earth's surface, both natural (such as rivers) and artificial (such as cities). This develops along with the development of maps because toponymy is very necessary for mapping an area. Toponymy can serve as a distinctive marker of a place. This is seen from the variety of natural phenomena combined with a socio-cultural plurality in Indonesia, triggering the diversity of naming an area based on local culture as identity. Toponymy is related to physical, social, and cultural aspects. These names certainly indicate that toponyms are not just a label but there are hidden treasures of value.

METHOD

This research uses qualitative methods with a case study approach. According to (Creswell, 2016) cases can be an event, an activity, a process, and a program. Qualitative methods were chosen to dig and understand the factors affecting the implementation of toponymy and mapping of areas in the Sangihe Islands Regency. With a case study approach, this study is expected to answer the purpose of the study, namely, to describe and describe the factors that influence the toponymy implementation process in the Sangihe Islands Regency accompanied by findings on everything that affects the implementation of these policies in an orderly effort of gov-ernment administration. The data collected are the results obtained through in-depth interviews with informants selected purposively to answer the purpose of the study in this case the local government of the Sangihe Islands Regency. Then also a literature study is carried out, and existing archives/documents or written literature that is closely related to the research title. The data analysis process is carried out

through the stages of identification according to the research objective group, managing and interpreting the data, then abstracting, reducing, and checking the validity of the data.

RESULT AND DISCUSSION

Standards and Objectives

According to Subarsono (2006), policy standards and targets must be clear and measurable so that they can be realized. Referring to Government Regulation No. 2 of 2021, the regulation and implementation of the name toponymy have the aim of realizing the orderly administration of government, protecting the sovereignty and security of the territory of the Unitary State of the Republic of Indonesia, and preserving cultural values, history, and customs. To achieve this goal, toponymy implementation is carried out starting with the process of collecting, reviewing, announcing, determining the standard of Toponymy elements consist of: a) Natural elements, formed naturally including Islands, Mountains, Hills, Plateaus, Caves, Valleys, Capes, Peninsulas, Bays, Lakes, Rivers, and Estuaries; b) Artificial elements, made by humans, including Airports, Dams, Reservoirs, Bridges, Tunnels, Lighthouses, Residential Areas, Industrial Estates, Land / Sea Management Areas, Temples, Monuments and Administrative areas and then preparing the Gazeter of the Republic of Indonesia.

This policy is responsively implemented by the Sangihe Islands Regency government by forming a Toponymy Team in the Sangihe Islands Regency which is regulated in the Decree Regent Number 115/710/the Year 2022 led by the Regional Secretariat as a chief and members of the work team are a combination of several related regional apparatus work units. The implementation stage in the Sangihe Islands Regency starts from the process of collecting the name of the earth's appearance where the work team carries out data collection directly and coordinates with the government local in terms of village officials who better understand the conditions/areas of government. This is done to avoid mistakes considering that in 2021 the naming of the earth in Sangihe was carried out by the Geospatial Information Agency via satellite and after being in confirmation to the Head of the technical Sub-Section at the district level as well as the local village head, it is known that five objects yang identified as islands are actually Mangrove trees. There are 3 islands in Malueng Village, 1 island in Talengen Village and 1 island in Bowongkali Village and all of them are included in the Tabukan Tengah District.

The process of collecting toponymy is carried out through data collection and giving earth's appearance names. Data collection is carried out through the process of recording elements of toponymy that have been named by the toponymy implementation work team in Sangihe, espe-

cially surveyors in the field. Furthermore, conducting a review of earth's appearance names that do not yet have a name by involving the village government and local communities to provide names considering that one of the purposes of toponymy is preserving cultural, historical, and customary values. From the interview results, it is known that the government proposed Toadu Sura or Sura Cape in Salurang Subdistrict, one of the national cultural reserves in the Ministry of Education and Culture because there is a tomb of King Makaampo who was the first king of the kingdom of Tabukan (1530-1575) and succeeded in unifying the Great Sangihe Island but was not yet included in the list of national islands. The naming of the earth in Sangihe is also done in a unique way where there is an island named Masetang island which means the island of many demons according to the trust of the local community. There are also Sambo and Batusambo islands which the Sangihe people call Sasambo, which is a mantra verse chanted by the traditional elders of the Sangihe people and is a form of local wisdom. There are also several islands named after rare and protected birds that often perch or settle their such as Senggeloh Island, where they live Sanggeloh or Perling beetle (*Aplonis Panayensis*), and Punting Island, where punting birds or Kumkum birds live. This bird eats nutmeg seeds but cannot be digested so it comes out again in the whole form along with feces and is taken by the surrounding community for sale because the price is higher than the price of ordinary nutmeg.

The next process is the proposal of toponymy which is carried out through the earth's appearance names information system as call as SINAR where local governments can coordinate on the proposed data for review by the Province and the Geospatial Information Agency Further-more, the determination of the standard toponymy was carried out, and the preparation of the Gazeter of the Republic of Indonesia. Data from the Working Team for the Implementation of To-ponymy in Sangihe Islands Regency so far has proposed 394 toponymy objects through the SINAR application (<https://sinar.big.go.id>) but not until 200 that standardized. Data collected by the au-thor from the SINAR application shows that in the Sangihe Islands Regency there are 394 names of earth forms that have been proposed with several elements, both natural and artificial humans and there are already 165 earth-like names designated while 225 earth-like names are still in the status of provincial government recommendations. After this policy standard is implemented, the policy objectives of realizing the orderly administration of the government, protecting the sovereignty and security of the territory of the Unitary State of the Republic of Indonesia, and pre-serving cultural, historical, and customary values can be realized. It can be concluded that the re-sponsiveness and success of the implementation of toponymy in Sangihe are inseparable from the clarity of policy

standards and objectives to facilitate local governments through work regency team to implement toponymy policy in Sangihe.

Resource

Resource in general can be interpreted as a source of power or a source of energy that can be used to spur a certain mechanism or activity so that it can produce something. Likewise, the implementation of the policy requires the support of qualified resources to maximize existing policies. From the results of the study, it was found that in the implementation of toponymy or naming the appearance of the earth in Sangihe, human resources are factors that influence policy implementation. A policy certainly requires human resources to implement existing programs. In Sangihe, the district work team in table 1 formed by the relevant regional apparatus organizations in the implementation of toponymy is the driving force that determines the pace of policy implementation. toponymy. Approximately one year since its inception, Sangihe has proposed 394 names. This is a good achievement to support the structuring of government administration, protect the sovereignty and security of the territory of the Unitary State of the Republic of Indonesia, and preserve cultural, historical, and customary values.

Table 1. Sangihe Islands Regency Toponymy Implementation Working Team

Sections/Agencies	Sum	Position
Governance Section of the Regional Secretariat of the Sangihe Islands Regency	3	Signatory Verifier; Transaction Maker Verifier; and Follower Verifier
Planning and Research Agency, Regional Development	7	Follower Verifier and surveyor
Fisheries Service	3	Follower Verifier and surveyor
Department of Public Works	8	Follower Verifier and surveyor

Source: Process author data

From the table above, there are 21 toponymy implementation work teams in Sangihe grouped based on the responsibilities and main duties and functions of their agencies. The Governance Section of the Regional Secretariat of the Sangihe Islands Regency carries out its duties as a signatory verifier; transaction verifier; and follower verifier after receiving data collected by 18 surveyors consisting of the Planning and Research Agency, Regional Development, Fisheries Ser-

vice, and the Public Works Department. The Warrant for the Task of The Secretary of Sangihe Islands Regency emphasizes the role of the Verifier to examine the results of the Collection of earth's appearance names from Surveyors through the SINAR application (www.sinar.big.go.id). In addition, from interviews, it is known that to name toponymy, the local government through a work team involved one academician of the Nusa Utara Polytechnic but there was the involvement of one Lecturer of Politikenik Nusa Utara in the team as an element of academics.

The frontline of the implementation of toponymy in Sangihe, namely the Regency / City Work Team, especially surveyors, started with data and information inventory activities related to earth's appearance names in their area starting from the historical records of the region and checking the data collection bacillus and information related to Toponymy in the region by involving the sub-district and the village government regarding the naming of a place or mapping village boundaries. This is done to avoid mistakes in the naming of the earth's appearance. Toponymy is a strategic step, considering that the naming of the earth is a direct access point to other sources of information (Geospatial Information Agency, 2021). The earth's visual data will aid decision-making for policymakers and help government administrators, the private sector, mapmakers, academics, information providers, and the wider community. One example of a need related to the existence of a standard earth name is disaster emergency management. The location or location of the incident that needs help or assistance is important. This is because toponymy is the embodiment of our communication in marking a location to explain existence or position. Especially in the digital era, the existence of a form of "naming the standard earth/geography" as part of the elements in the point of interest (PoI) will make it easier for us to enjoy the journey to food transacted online. In addition, when the affirmation of regional boundaries is not carried out, it has the potential to cause problems related to economic potential, the struggle for Natural Resources, the overlapping of permit areas, and related to the function of public services.

To implement the naming of the toponymy in Sangihe, there were several obstacles experienced by the work team, namely the budget. The budget for the implementation of toponymy in Sangihe Regency in 2022 is taken from the shopping post for food and drink and official travel shopping in the Governance Section. The current obstacle is that there is no boat rental budget for field tracing to islands in Nusa Tabukan District and Marore Islands District, which in fact is the Indonesia-Philippines border area as well as being a TPI (immigration checkpoint). The toponymy work team in the regency will strive for maximum performance in 2023 including budgeting. Another research finding is a problem related to the number of surveyors, which according to the work team is still very small. In addition, the technical understanding of the surveyors is currently

still lacking. According to the Sangihe Regency Work Team, there must be additional surveyors involved up to the village level and it is necessary to train as many surveyors as possible because so far only the Head of the Technical Sub-Section has been trained.

Organization Communication

Communication is very important in policy implementation because communication affects and determines the successful achievement of the objectives of the implementation of public policies. Communication is the delivery of information (orders or directions) from policymakers to those responsible for implementing policies and policy target groups (Agustino, 2006; Rejeki, N. S., & Negoro, 2022). Communication in this study can be seen from the socialization of toponymy programs to village and community governments as well as the intensity of coordination of the central, provincial, and regional governments. In maximizing the implementation of the naming of toponymy, the district work team consisting of cross-organizations of regional apparatus as in table 1 focuses on carrying out socialization to the Marore Islands, Nusa Tabukan, and the islands in the border region which in fact are the outer islands on the Philippine border. In addition, toponymic socialization was also carried out in the Tahuna and surrounding areas including Tahuna District, West Tahuna; Eastern Tahuna; Kendahe (land), North Tabukan, Central Tabukan, South Tabukan, and Mangan are related to the naming of earth-like elements, both natural and man-made elements. In addition, socialization was also carried out in the districts of Tamako, South Mangaitu, and Tatoareng Island considering the condition of this area bordering the Siau, Tagulandang, and Biaro Islands Regency.

The work team in its implementation builds communication and coordinates with the government and local communities, this is in line with the mandate of PP No. 2 of 2021 article 12 paragraph 7 which provides a proposal for toponymy ministries/agencies, provincial local governments, and district/city local governments involving community participation. This must be done to avoid mistakes in the naming of the earth and pay attention to the customs or cultures that develop and are believed by the local community. To strengthen performance, the district work team also routinely coordinates with the provincial government regarding the submission of the results of the review carried out to get recommendations starting from the time date delivered. The continuation of the relationship between organizations continued with a review by the Geo-spatial Information Agency. The announcement of toponymy is carried out by BIG through the SINAR application carried out for a period of 30 (thirty) working days from the date of the announcement. Ministries/agencies, provincial governments, local governments of city districts, and/or other

parties can provide responses. The name of toponymy which did not receive a re-sponse as referred to in Article 18 paragraph (3), was designated as the toponymy standard and placed in the Gazeter of the Republic of Indonesia.

In fact, toponymy is the task of government in an orderly administration effort (Resticka and Marahayu, 2019). The administrative order is important to maximize the quality of public services. The government cannot carry out this great responsibility on its own because of its geographical conditions as a large island nation and rich in culture. With the establishment of regional boundaries for an administrative order, there will be clarity on the scope of government administration areas, creating effectiveness of services to the community, clarity of area, spatial arrangements, clarity of population administration, clarity of voter lists for elections, clarity of land administration, and clarity of natural resource licensing (Wijoyo and Hasanah, 2021).

CONCLUSION

Departing from the description above, it can be concluded that the factors that influence the success of the toponymy implementation process in Sangihe Regency are communication, where communication has been carried out between the district work team to the Geospatial Information Agency and is supported by human resources as well as clarity of policy standards and targets so as to facilitate local governments through the work team district to implement toponymy policy in Sangihe. However, the research meeting shows that there are still some obstacles in this study, especially in the resource factor, namely the lack of surveyors and budget constraints.

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