

Standardization of Indonesia's Islands Name as an Effort in Safeguarding the Republic of Indonesia Sovereignty

Agis Ardhiansyah¹

In its position as sovereign state, the possession of definite territory is a must for Indonesia; as a consequence of its status as an archipelagic state therefore Indonesia has the responsibility in determining the border of its territory in map forms with sufficient scale in affirming its position. In the year 1987, Government of Indonesia submitted a list reporting the increasing amount of island from 13.667 to 17.508 when attending United Nations Conference on Standardization of Geographical Names (UNCSGN) in Montreal, Canada. At that time, United Nations responded in asking Indonesian Government to submit list of the islands to United Nations. Based on December 2007 data, reported that, from 17.504 islands scattered all around, only 6900 islands has name standardization in accordance with international standard. While the rest around 10.600 islands without standardization name which internationally recognized. The paper is aimed to raise the urgency of name standardization for Indonesia's islands in accordance with the rules of international law and the Indonesian Government's efforts in standardizing islands names in Indonesia. It is concluded that the efforts in standardization of island names in Indonesia ought to do, so that the remaining islands that become the part of Republic of Indonesia territorial sovereignty has an international recognition. Though there are few constraints faced by the Indonesian government in conducting islands names standardization in Indonesia, such as: lack of coordination between relevant authorities, various numbers of tribes and local languages and limited funds.

Keywords: island name standardization, archipelagic state, state sovereignty, United Nations Convention on the Law of the Sea 1982

I. Introduction

Indonesia has 1,93,250 km² total area that consist of 3,166,163 km² marine area and 2,027,087 km² mainland area. Indonesia coastline that consists of 80,791,42 km² is the second longest coastline in the world after Canada. Meanwhile, Indonesia's entire sea area reached 75.3 % of NKRI total area.

As a nation that its position lies between two oceans and two conti-

¹ The author is a faculty member at the faculty of law, Universitas Brawijaya Malang. He can be reached at agisardhi@yahoo.co.id.

nents, within its geographical composition that consist of islands and seas, Indonesia has a great interest upon the development on the law of the sea and all things related with the cultivation and development of marine capabilities nowadays. Such condition had make Indonesia in develop a concept related to marine issue, which eventually became the basis of Indonesia's struggle in marine law area that has been lasted for 53 years, that is since the establishment of Djuanda Declaration on December, 13, 1957 stated that Indonesian sea includes sea around, between and within Indonesian archipelago become single unity in NKRI. Djuanda Declaration affirms that Indonesia adopted archipelagic state principle resulted in inter state seas part of Republic of Indonesia territory instead of high seas area. The word archipelago (*nusantara*) that literally means widespread island has strengthened Indonesia's position as an archipelagic state.² Finally the conception of archipelagic state has been internationally recognized by stated in 1982 United Nations Convention on the Law of the Sea (UNCLOS) and has been ratified by Indonesia in Law No. 17/1985.³

United Nations Conference on Standardization of Geographical Names (UNCSGN) which held in Montreal, Indonesia reported the increasing number of island amounts from 13.766 to 17.508. United Nations also suggested Indonesia in conveying names gazetteer (dictionary) that officially published by the Geographical Names Authorities in Indonesia.⁴ In 1992, National Coordination Agency for Surveys and Mapping (Bakosurtanal) published islands names Gazzeteer that consist only 6.489 islands with standard names include also 374 islands in river. In 2002, Ministry of Home Affairs listed 7.303 islands names from governors, regents/mayors all around Indonesia. Apart from the amount of island, the existence of islands name with its geographical coordinates location, latitude and lengthways is equally important. Since 1959, this issue has been United Nations concern with the establishment of United Nations Group of Experts on Geographical Names (UNGEGN), and started in Geneva in 1967, this group of experts meet in every five years for discussing geographical names includes also islands names in every single country, and Resolution No. I/4 1967 UNGEGN used as geographical names determination and standardization guidelines. Furthermore, UNGEGN asked every single

² Budi Sulisty, *Mengarungi Lautan, Berburu Nama Pulau*, 4 Agustus 2004 dalam www.kompas.com (last accessed 4 April 2008).

³ Anonymous, *Deklarasi Djuanda* dalam http://id.wikipedia.org/wiki/deklarasi_djuanda (last accessed 4 April 2008).

⁴ Budi Sulisty, *Indonesia Masih Berutang Pada PBB* dalam http://www.unisodcm.org/article_detail.php (last accessed 19 April 2008).

country in establishing National Authority on Geographical Names.⁵

Based on December 2007 data, showed that only 6900 islands that has name and standardized, and the rest for about 10600 island has not been standardized in accordance with international regulation. These islands are scattered between 60 08 'North Latitude and 110 15' south latitude and between 94 05 'east longitude and 141 05' East Longitude. From the amount of 6900 islands that its name has been standardized, only 4.981 islands have been deposited in United Nations, though there are presumption that the amounts of islands reached 13.000 instead of 17.000 in 2010. The occurrence of data difference related to the amounts of islands in Indonesia has been admitted by Laksma TH Soesetyo, Regional Defense Director Ministry of Defense. This condition occurs due to the difference of counting method among institutions, for example the use of cartographic method and satellite imaging method.⁶ Yet, standardization of islands name is an important agenda for Indonesia related to its role as an archipelagic state.⁷

Jacob Rais explained that case of Ambalat Block is a reflection of unarranged marine cadastre. In a simple way, marine cadastre is administering the coastal area, small islands and seas, includes all interests, rights, restrictions and obligations that exist in that region. The administering of the region start with the naming, measuring and areas mapping includes also its delimitation as well as record and post it in the lists and official books and published its results. Though marine cadastre is not the only instrument in determining border or international jurisdiction of a country, but through marine cadastre publication, every border claim and dispute can be known immediately. Even though the obligation for archipelagic state has been regulated in submit boundary maps of territory, exclusive economic zone and continental shelf with its coordinates to the Secretary-General of the United Nations. Meanwhile, where occur clash of appliance, it can be solved based on article 67 Settlements of Disputes and Advisory Opinions, especially related to the continental shelf. If we are in consistence with the appliance of marine cadastre, the existence of conflict and dispute related to border dispute can be avoided.

Marine cadastre is the application of the cadastre principles in marine

⁵ Anonymous, *Bagaimana Sebaiknya Lembaga Otoritas Nama-Nama Geografi?*, 26 April 2005 dalam <http://www.geografiana.com/makalah/politik/bagaimana-sebaiknya-lembaga-toponimi> (last accessed 4 April 2008).

⁶ Ramadhan Fadillah, *Pemerintah Belum Sepakat Soal Jumlah Pulau di Indonesia*, 26 April 2010 dalam <http://www.detiknews.com> (last accessed 31 Agustus 2010).

⁷ Anonymous, *10.600 Pulau Belum Bernama*, 16 Desember 2007 dalam <http://www.surya.co.id/web> (last accessed 4 April 2008).

area, by noted borders and the use (rights and interests) of marine space by community and government, marine space protection, conservation, national parks, wildlife reserves, includes marine indigenous of Adat law community. Particularly, marine cadastre is a system that show how state administrating marine resources as in UNCLOS context. The unfavorable administrative management of coastal and Indonesia's ocean reflected in several ways, namely :

- (1) Indonesia claimed the entire large and small scale island totaling 17.504 islands, however up till now can only standardize 6900 islands includes their geographical position that fulfill island definition under article 121 UNCLOS;
- (2) Satellite imagery based survey to count islands amounts shows that we have reached 20000 islands amount. Meanwhile, what can be seen based on satellite imagery not always classified as an island as defined in 1982 UNCLOS, but it may only form of mangrove vegetation above sea level. Geographical names problem should be the part of solicitous government administration and not every related institution issue the number amounts of islands individually.

Several data showed that a lot of Indonesia's islands which its name has not been standardized but only have coordinates' points. Though, the United Nations has asked Indonesia's government in depositing islands that exist in Republic of Indonesia territory with listing coordinates points along with standardized island names in accordance with international standard.

International regulation has specify all islands that possessed by all countries obliged to register in the book of international toponym to get international recognition in strengthening one state position upon its territorial sovereignty. Islands name standardization also needs for security system of Indonesia's territory. Security system upon in-standardize islands names, specially the outermost island and straightly border with neighboring countries that do not have adequate security system are potentially become the object of dispute yet claimed for its ownership by another country, includes also in securing national sovereignty yet for security point of national economy from smuggling and theft threat.⁸

Standardization of island name is one of the most important agenda that can't be underestimated by the Government of Indonesia. On the other hand, this issue had been mandated by the United Nations resolution, and

⁸ Nurudin Abdullah, *Pulau Kecil Bukan Hanya Onggokan Tanah* dalam <http://www.bisnis.com>, 02 Mei 2006 (accessed on 12 February 2008).

the other important meaning is our effort in maintaining territorial sovereignty, with islands name standardization in accordance with international standard and deposit it to Secretary-General of the United Nations so that the claimed islands as a part of Republic of Indonesia's territory will receive international recognition, in other word in *de jure* those islands will become part of Indonesia's territorial sovereignty. The case of Sipadan and Ligitan has been a proof that we are still far from managing our region, in a proper way yet show us the importance of Indonesia's island names standardization in accordance with international rules.

This paper attempts to analyze the urgency of islands name standardization in Indonesia and what effort can be implemented by Government of Indonesia in standardizing Indonesia's island names.

II. The Urgency of Islands Name Standardization in Indonesia

1. The Urgency of Outermost Islands Name Standardization in Indonesia

Indonesia has been recognized as an archipelagic state along with the internationally recognized conception of archipelagic state in 1982 UNCLOS. Indonesia's struggle for the internationally acceptance of archipelagic state conception based on security, politic, economy, geographical and historical consideration.⁹ Regime that regulates archipelagic state can be found in part IV of the convention (art 46-54). Based on 1982 UNCLOS article 46 regulate that : (a) "archipelagic State" means a State constituted wholly by one or more archipelagos and may include other islands; (b) "archipelago" means a group of islands, including parts of islands, interconnecting waters and other natural features which are so closely interrelated that such islands, waters and other natural features form an intrinsic geographical, economic and political entity, or which historically have been regarded as such.

With the recognition of Indonesia as archipelagic state, the rights of obligation of archipelagic state that regulated in 1982 UNCLOS also entails to Indonesia. The granted rights includes Indonesia reserve the right in determine baseline using the archipelagic straight baseline.¹⁰ 1982 UNCLOS imposed an obligation upon archipelagic state to the Secretary-General of the United Nations in accordance with article 47 (9) 1982 UNCLOS, mentioning that :

"The archipelagic State shall give due publicity to such charts or

⁹ Hasjim Djalal, *Perjuangan Indonesia di Bidang Hukum Laut*, 1979, p. 77.

¹⁰ See Art. 47 of the 1982 UN Convention on the Law of the Sea.

lists of geographical coordinates and shall deposit a copy of each such chart or list with the Secretary-General of the United Nations.”

The Convention also stated that the sovereignty over archipelagic state includes archipelagic waters regardless its depth and distance from shore. This sovereignty includes above air, below seabed and subsoil yet natural resources within it. In international law, country's border area consist of three kinds borders, namely : land border, marine border and air border. There are various regulation of those kind of regulation in Indonesia, namely :¹¹

(a) Land Border Area

This land border area located in Borneo, with Sabah and Serawak, West Papua border with Papua New Guinea and Timor with Timor Leste. In some places there are markers about this border anyhow for the mountainous and forestry area, this border is difficult to identify except with the use of advanced equipment.

Referring to Indonesia agreement with neighboring country, the agreed borders are :

- a. Watersheed that separates flow of water, as such in the border with Borneo with Serawak and part of Sabah
- b. Straight lines that connect certain coordinates point, such as East Borneo and part of Papua.
- c. Rivers that commonly located in the deepest grooves for shipping. (*thalweg*)
- d. Other borders as agreed, such as Timor.

(b) Marine Border Area

Along with the development of law of the sea, Indonesia also has various marine border area, such as :

- a. Internal waters within the archipelagic waters that its legal provision is practically the same with land area where foreign ships are forbidden to pass. Internal waters can be determined by dragging “closing lines” in coherence with 1982 UNCLOS. Though until now, Indonesia has not take its advantage of its rights by dragging

¹¹ Hasjim Djalal, *Sistem Keamanan Perbatasan Indonesia*, Berita Perbatasan, edisi 02/Th 1, p. 17-18.

those "closing lines" into its archipelagic waters.

- b. Archipelagic waters where Indonesia also has territorial sovereignty, but still allow foreign ships rights to pass, based on Innocent Passage principle and somewhat free rights through the principle of archipelagic sea lanes in some part that connect of part of EEZ/ High Seas with another EEZ/ High Seas. Those archipelagic waters surrounded with straight lines that connect base point from the Indonesia's outermost island.
- c. Maximum width of territorial sea is 12 miles from base point. Until now, the base point is unclear, and affected to the undetermined condition of territorial sea border.
- d. Contiguous zone that can be applied to the maximum extent of 12 miles outside the territorial sea where Indonesia can apply its authorities, such as custom supervision, finance immigration, health quarantine and law enforcement. However, until now Indonesia has not declared yet defined the contiguous zone. More over, as long as the base zone is undetermined, it will affect in the undetermined outer border of contiguous zones.
- e. Exclusive Economic Zone with a maximum width of 200 miles from the baseline, where Indonesia has sovereign rights over natural wealth, authority in regulates environmental protection, marine science research, construction of artificial lands, installation and other buildings.
- f. Continental shelf, which is the seabed area that consider as the continuation of country's land area up to 200 miles from baselines, whether the continuation of seabed country's land beyond 200 miles, can be up to 350 miles from the baseline or until 100 miles of 2500 meters water depth, depending on various factors.

(c) Air Space Border Area

Air space border area of a country located in the outer boundary of its territorial area, includes also the air above the land, internal waters, coastal island and territorial area. Indonesia has determined its baseline as stipulated in Government Regulation 38/2002 (which has been amended by Government Regulation No. 37/2008) on the list of geographical coordinates baselines points in Indonesian Archipelago. Baseline is necessary to measure and determine the width of Indonesia's territorial sea, contiguous zone, exclusive economic zone and continental shelf.

Based on UN Resolution (ECOSOC) No I/4 on National Standardization of Geographical Names Elements, where Indonesia as one of the member obliged to submit a report related to names of geographical elements in Indonesia's territory.¹² In 1987, the government of Indonesia has reported the increasing amounts of islands from 13.667 to 17.508 in UN Conference on Geographical Names in Montreal. UN responded it by asking for the coordinates points completed with the standardization names of the related islands.¹³ However, there is still 9.636 island that haven't been named with international standard.

Currently, there are 92 outermost islands in Indonesia that already had names, meanwhile there are only 12 standardize names that already submit to the United Nations, and the rest are the coordinate's points only.¹⁴

Based on the inventory result that has been conducted by Dishidros TNI AL in 2003, 92 outermost and small islands that spread over 17 provinces where their presence affects the sovereignty territorial area and country's right in exploiting any natural resources within it. However the result of the inventory has not been nationally regulated yet deposit to the United Nations as requested by the United Nations in the UN Conference on Geographical Names in Montreal, Canada.

Data of Islands Amount in Indonesia

Area	Island		
	Name	Unnamed	Total
Sumatera	2.544	2.733	5.277
Java+Bali	504	667	1.171
Kalimantan/Borneo	669	392	1.061
Sulawesi	1.096	1.404	2.500
Nusa Tenggara+Maluku+Papua	3.057	4.438	7.495
Indonesia Western Area	3.048	3.400	6.448
Indonesia Eastern Area	4.822	6.234	11.056
INDONESIA	7.870	9.634	17.504

Source : Ministry of Home Affairs 2005¹⁵

Based on above data, has been showed that the unstandardized island

¹² Rencana Strategis (RENSTRA) Direktorat Perbatasan Tahun 2003-2005 dalam Berita Perbatasan, Desember 2002/Januari 2003, p.33.

¹³ Jacob Rais, 2002/2003, Kasus Pulau Sipadan dan Ligitan, Berita Perbatasan, edisi 02/Th 1, p. 44.

¹⁴ Mendagri M. Ma'ruf dalam NTT Akan Inventarisir Pulau Terluar, <http://www.tempointeraktif.com>, 20 Pebruari 2007 (last accessed 25 February 2007).

¹⁵ Anonymous, Geografis dan Administrasi Wilayah Pembangunan Daerah Dalam Angka 2006.

names that reached 9634 is inappropriate, referring to the reportation of few parties that already conducted research upon Indonesia's islands. The exact information is those islands name have not been standardized in coherence with international yet national regulation, and affected on the absence of national recognition and publication in Indonesia's territorial map.

Distribution List Outermost Islands in Indonesian Border

Province	Number of Islands	Islands Names
Kepulauan Riau	18	Sentut, Tokong Malang Biru, Damar, Mangkai, Tokong Nanas, Tokong Belayar, Tokong Boro, Semiun, Sebetul, Senua, Subi Kecil, Kepala, Sekatung, Kari-mun Kecil, Nipah, Pelampong, Batu Berhanti, Nongsa
Kalimantan Timur	4	Sebatik, Gosong Makasar, Mara-tua, Sambit
Sulawesi Tengah	3	Lingian, Salando, Dolangan
Sulawesi Utara	11	Bangkit, Manterawu, Makalehi, Kawalusu, Kawio, Marore, Batu-bawaikang, Miangas, Marampit, Intata
Maluku	17	Jiew, Penambulai, Kultubai Utara, Kultubai Selatan, Karang, Enu, Batugoyang, Larat, Asutu-bun, Selaru, Batarkusu, Masela, Meatimarang, Leti, Kisar, Wetar, Liran
Nusa Tenggara Timur	6	Alor, Batek, Dana (besar), Dana (kecil), Mangudu, So-phialouisa
East Java	3	Barung, Sekel, Panehan
Central Java	1	Nusakambangan
West Java	1	Manuk

Province	Number of Islands	Islands Names
Banten	1	Deli
Lampung	1	Batu Kecil
Bengkulu	2	Enggano, Mega
West Sumatera	2	Sibarubaru, Sinyaunyau
North Sumatera	3	Simuk, Wunga, Berhala,
Nanggroe Aceh Darussalam	6	Simeulucut, Selaut Besar, Pulau Raya, Pulau Rusa, Benggala, Rondo
Riau	2	Batu Mandi, Iyu Kecil
Papua	11	Budd, Fani, Miossu, Fanildo, Brass, Bepondi, Liki, Kol-epon, Laag, Ararkula, Karaweira

Source: Dishidros TNI-AL, 2003 in *Prinsip, Kebijaksanaan, dan Prosedur Pembakuan Nama Rupa Bumi*, Bakosurtanal, December, 2006.

Besides having a broad impact on the Indonesia's territorial sovereignty, the outermost islands also become Indonesia state borders with other countries. Indonesia has land borders with 3 (three) neighboring countries namely Malaysia (Sabah and Sarawak), Papua New Guinea, and Timor Leste. While at sea, Indonesia has sea borders with 10 (ten) of neighboring countries, namely:

- (1) Indians in the northern tip of Sumatra (the Province of Nanggroe Aceh Darussalam, where the outermost island of Raya Island, Rusa Island, Isle of Riau, Pulau Rondo);
- (2) Malaysia along the Straits of Malacca (bordering with North Sumatra, Riau, West Borneo and East Borneo), with the island which is the outermost point is Berhala Island in North Sumatra, Anambas Island in Riau Island, Sebatik Island in East Borneo Province)
- (3) Singapore along Philip Strait, in which the outermost is the Nipah island (Riau Province);
- (4) Thailand's northern section Straits of Malacca and the Andaman Sea

- (outermost island is Rondo Island (Nangroe Aceh Darussalam Province);
- (5) Vietnam in South China Sea region with its outermost islands are Sekatung Island (Riau Islands Province, Natuna Islands);
 - (6) Philippines in the northern areas of the Makassar Strait, with its outermost islands the Pulau Marore and Miangas located in North Sulawesi Province;
 - (7) The Republic of Palau in the north of Halmahera Sea, where the outermost islands are Fani island, Fanildo and Bras (Papua Province);
 - (8) Australia around the southern island of Timor and the island of Java;
 - (9) Timor Leste around the region of Maluku and East Nusa Tenggara where the outermost islands are Asutubun Island (Maluku Province), Batek Island (NTT) and Wetar Island (Maluku);
 - (10) Papua New Guinea around the area of Jayapura and Merauke (do not have the outermost islands).¹⁶

The strategic position of Indonesia that is surrounded by many countries should provide opportunities for its regional cooperation role. However, the position also comprise potential vulnerability that may lead to international conflict.

When Indonesia lost Sipadan and Ligitan islands, then was realized the importance of the standardization of those two islands in our national document, because since the existence of 1957 Djuanda Declaration, the two names of those island are excluded from the outermost island and Dutch administration file record¹⁷, starting from village, sub district, district and so forth. Even though when International Court of Justice decided that those two islands belongs to Malaysia's territory based on effectiveness principle¹⁸, not because the absence of those island names in Indonesia territory, but due to the development of international law that the islands name standardization that laid inside territorial sovereignty of a state is a form of management and state concern upon region, citizen and natural

¹⁶<http://www.bappenas.go.id/index.php?module=Filemanager&func=download&pathext=ContentExpress/&view=31/BAB%201-3.doc>, last accessed 20 February 2007.

¹⁷ Jacob Rais, *Arti Penting Penamaan Unsur Geografi, Definisi, Kriteria dan Peranan PBB dalam Toponomi: Kasus Nama-Nama Pulau di Indonesia*, <http://geodesy.gd.itb.ac.id/wedyanto/wp-content/uploads/2006/12/arti-penting-penamaan-unsur-geografi.pdf> (last accessed 15 March 2007).

¹⁸ According to the Permanent Court of International Arbitration, "effective" means fulfilling two conditions, being the intention to exercise sovereignty and the implementation of sovereignty in such areas, as stated by F. Sugeng Istanto, *Hukum Internasional, Op Cit*.

resources that exist on the island yet has close association in defending the integrity of Indonesia territory. Island name standardization is intended to create good administration order, especially good order of topographical elements naming in Indonesia, as well as giving recommendation to the Ministry of Home Affairs in issuing similar legislation or ministerial regulations related to new island names.¹⁹

So that, the urgency of islands names standardization in Indonesia that lies within border for the purpose of depository island names to the United Nations, yet to maintain the unity of Indonesia's territory that consist of islands both in large and small scales. This condition can be seen from the Indonesia status as archipelagic state that border directly and indirectly with many states, with marine resources abundance, which can lead to the stability disturbance and marine security, yet can be a potential conflict with other states.

2.The Urgency of Islands Names Standardization in the Border Between Province, Regency/ City in Indonesia

In era of regional autonomy, local governments have the authority to regulate and manage their own territory, although there are several things that become the authority of central government such as authority in foreign affairs, defense, security, monetary, national fiscal, religion and other authority established by government regulation.²⁰ More over the freedom of regional autonomy includes full authority in its accomplishment starting from planning, implementation, monitoring, controlling and evaluation.

The problems of law enforcement and marine security in Indonesia develop with the existence of "marine areas" provincial and district with a wide of 12 miles and 4 miles each that may potentially lead to problems.²¹ This condition is based on the fact that the rapid growth of development includes also new regions cause physical changes that result in missing area yet the change of natural border and artificial border of a region that may lead to particular problem and difficulties related to coordinate points border in the sea that become inter region border. This fact is also a consequence of decentralization of government authority, which previously regional only had authority in the land area, with the enactment of Law No.

¹⁹ Anonymous, *77 Pulau di Jawa Timur Telah Diberi Nama*, 7 Juni 2007 dalam http://tabloidinfo.sumenep.go.id/index.php?option=com_content&task=view&id=107&Itemid=29 (last accessed 1 Mei 2008)

²⁰ See Art. 10 law Number 32 of 2004 on Local Government.

²¹ Hasjim Djalal, *Sistem Keamanan Perbatasan Indonesia*, Jurnal Batas Maritim, 1 June 2005.

32/2004 on Regional Government which regional also has its authority at the sea.

The main problem that arises at the border between the regions is basically due to:

1. The absence of a clear regulation about the authority limitation in regional marine territorial especially related to the Law No. 22/1999 which was amended by Law No. 32/ 2004, though it still lack clear regulation.
2. Legal product that governs product delineation and delimitation in the area of province and regency / city nowadays still using Ministry of Home Affairs Regulation No. 10/1984 on Determination of Village Boundaries and Ministry of Home Affairs Regulation No. 24/1990 on Territorial Boundaries and Village Territorial Mapping.
3. The absence of clear regulation related to authority limitation of marine area maintenance in the region.²²

Although there are many authorities delegated to local governments through the Local Government Law, but the handling of border issues between regions is a central government authority.²³ The purpose is to avoid overlap, as such : dispute among regions and the needs of coordination and cooperation in the adjacent region.

Islands name standardization in Indonesia's territory, especially those that located in boundary between province, district or cities purposes in minimize the existing problems such as border dispute, as well as determination of the boundary line issue between provinces, districts or city. Standardizing name can help people to remember the territorial borders between provinces, districts and cities because of the standardization of the island's name for the island that has no name will be more memorable than by using the coordinates of points considering the number of complaints from the fishermen who fishing in the sea and experience difficulties in identifying the border between sea area because it is impossible to make borders between regions in the ocean concretely, in example makes the peg in the middle of the sea border based on coordinates point.

III. Government Effort in Conducting Islands Name Standardization in Indonesia

²² Progo Nurdjaman, *Revitalisasi Batas Daerah dan Strategi Penanganan Konflik Batas Wilayah Antar Daerah*. Berita Perbatasan, edisi 02/Th 1, p. 7.

²³ *Ibid.*, p. 10.

1. Obstacles in Standardizing Indonesia Islands Names

In standardizing Indonesia's islands name in accordance with international standard, government experiencing some obstacles that are caused by:

(a) Number of Islands

With the amount that reaches the range of 17.504 islands is no easy task in a standardized islands names, not to mention the differences in data regarding the number of islands in Indonesia. Data from satellite images show the number of islands in Indonesia reaches 20.000 islands, while a survey by the local Indonesian island amounted to 17 504. Data from satellite imagery is considered less accurate because the term "island" that visible from the top of the island is not necessarily accurate with the island definition as defines in 1982 UNCLOS, because it may only form of mangrove vegetation above sea level. The Republic of Indonesia is a maritime country with a vast area of ocean about 7.9 million km² (81% of the total area) and land area of 1.86 km² (19% of the entire region) has brought a tough challenge in standardizing island name.

(b) Uninhabited island

The UN Resolution No. I/4 1967 on standardization of topographical elements name, has become a way in standardizing topographical elements names as follows:

"If possible, at least two independent local sources be consulted for each inquiry. That it is further recommended personnel for the collection of names should have adequate training and to benefit the deal with the linguistic problems (phonetic system, grammatical structure and orthography), geographical phenomena, and terminology are likely to encounter".²⁴

From the total amount of 17,504 islands in Indonesia, only about 6000 islands are inhabited.²⁵ A large number of uninhabited islands in Indonesia has been one of government barrier in standardizing islands name. Based on the resolution, island name must be given by a minimum of two (two people) natives who inhabit the island and calls the same name. When an island become uninhabited, it will bring difficulties for the government to

²⁴ See UN Resolution I/4 (Resolution No.4 1967) recommendation B: Collection Of Geographical Names.

²⁵ Anonymous, *Daftar Pulau di Indonesia*, <http://www.wikipedia.com>, 9 Juni 2006 (diakses 20 Maret 2008).

standardize the island name appropriately despite the failure in fulfilling criteria for the standardization of geographical element names in accordance with UN Resolution I / 4 1967, the island name is given by the local natives also show the historical development of population who inhabit these islands.

(c) Diversity of Local Language

Topographical elements are generally named by local residents using their local languages that reflect the history and culture of the tribes that first inhabited the region. In naming topographical element that usually contains generic elements that can also referred to generic name and specific name. Generic elements of a topographical element reflect human migrations in the past. Indonesia is country with multicultural, multiethnic, multi religion and multilingual. Throughout Indonesia there are 726 local languages by geographical distribution:

- a. Java, Madura and Bali 19 local languages;
- b. Sumatra 52 local languages;
- c. Nusa Tenggara 68 local languages;
- d. Kalimantan/Borneo 82 local languages;
- e. Sulawesi, 114 the local language;
- f. Maluku/ Moluccas 131 local languages;
- g. Papua 265 local languages.

Based on the number of speakers of regional languages, there are 13 speakers in over one million members, namely:

- a. Javanese language (75.2 million speakers);
- b. Sundanese (27 million speakers);
- c. Malays (20 million speakers);
- d. Madura (13.694 million speakers);
- e. Minang (6.5 million speakers);
- f. Batak (5.15 million speakers);
- g. Bugis (4 million speakers);
- h. Bali (3.8 million speakers);
- i. Aceh (3 million speakers);
- j. Sasak (2.1 million speakers);
- k. Makassar (1.6 million speakers);
- l. Lampung (1,500,000 speakers);
- m. Rejang (1 million speakers).

Thus, Language Centre only makes Guidelines for Regional Language Spelling for the dominant local language.²⁶

The differences of languages has bring obstacles for the government due to the diversity of languages that influence the naming procedure of topographical elements that can affect in the un-uniformity in writing those island names in map that bring influence to island's name standardization. Though some of the islands already had name, but in its practice still diverse and non-standard in its writing and spelling.

(d) Government Institution that authorized in island name standardization.

Before the establishment of Presidential Regulation No. 11/2006, many institutions involved in standardize island name in Indonesia. These institutions work alone without any coordination that leads to the various data result.²⁷ There are few institution that conduct islands documentation, such as Indonesian Institute of Sciences (LIPI) in 1972, the Center for Surveys and Mapping Armed Forces (ABRI Pussurta) in 1987, the Coordination Agency for Surveys and Mapping (Bakosurtanal) in 1992 which led to the existence of differences regarding number of islands owned by Indonesia, that also influence in the effort of island's name standardization and information about potential natural wealth, population and other important information that can be used as a reference for government in taking appropriate steps to develop those islands.²⁸

(e) Limitation of Funds

Former Director of Small Islands Empowerment and Directorate General of Coastal Marine and Small islands (KP3K) KKP, Alex SW Re-traubun said that the constraints that occur in the island name standardization project was the cutting travel costs for the survey. These constraints appear in the year 2007, that cause standardization names hampered in the three provinces of Maluku, West Java, and Papua. The funds provided for the islands name standardization and gazeteer in 2008 amounted to Rp500 million. While the funds expended in 2007 is greater, that is Rp3 billion due to some survey to be conducted.

²⁶ Badan Koordinasi Survey dan Pemetaan Nasional, *Prinsip, Kebijakan dan Prosedur Pembakuan Nama Rupabumi*, Desember 2006, p. 9

²⁷ Jacob Rais dalam *Bagaimana Sebaiknya Lembaga Otoritas Nama-Nama Geografi?*, <http://www.geografiana.com>, 26 April 2005 (last accessed February 2007).

²⁸ *Id.*

2. The Government of Indonesia's Efforts in Conducting Island's Name Standardization in Indonesia

2.a. United Nations Group of Experts on Geographical Names (UNGEGN)

This organization was established by Resolution of the United Nations Economic and Social Council (UN-ECOSOC) No. 715 A (XXVII), April, 23 1959 and Resolution No. 1314 (XLIV) May 31, 1968 and decisions taken by the Council in 1844 meeting on May 4, 1973 to support the efforts of standardization of geographical names at national and international levels. UNGEGN Working Group has the following basic objectives:

- (a) To emphasize the importance of the standardization of geographical names at the national and international levels and to demonstrate the benefits to be derived from such standardization;
- (b) To collect the results of the work of national and international bodies dealing with the standardization of geographical names and to facilitate the dissemination of these results to States Members of the United Nations;
- (c) To study and propose principles, policies and methods suitable for resolving problems of national and international standardization;
- (d) To play an active role, by facilitating the supply of scientific and technical help, in particular to developing countries, in creating mechanisms for the national and international standardization of geographical names;
- (e) To provide a vehicle for liaison and coordination among Member States, and between Member States and international organizations, on work associated with the standardization of geographical names;
- (f) To implement the tasks assigned as a result of the resolutions adopted at the United Nations Conferences on the Standardization of Geographical Names.

To further the aims stated above, the functions of the Group of Experts are:

- (a) To develop procedures and establish mechanisms for standardization in response to national requirements and particular requests;
- (b) To undertake preparatory work for the periodic international conferences on the standardization of geographical names, to provide continuity for activities between conferences, and to provide leadership in the implementation of resolutions adopted at the conferences;

- (c) To encourage the discussion and study of practical and theoretical steps directed towards standardization;
- (d) To coordinate the activities of linguistic/geographical divisions formed to further the work at the national level, to encourage the active participation of countries and divisions, and to promote a degree of uniformity in the work undertaken;
- (e) To create any necessary structure to supplement the work of divisions and to deal with issues beyond the scope of a division;
- (f) To develop appropriate programmes to assist individual countries and group of countries, to achieve standardization where it is lacking;
- (g) To make mapping organizations aware of the importance of using standardized geographical names;
- (h) To maintain liaison with international organizations dealing with related subjects and encourage group divisions to participate in the United Nations regional or other cartographic conferences;
- (i) To work at the highest possible national, international and United Nations level to interrelate toponymy and cartography;
- (j) To make standardization principles and standardized geographical names available as practical information for as wide a user community as possible, through all appropriate media.

With regard to linguistics and geographical division, the Group of Experts shall be composed of experts from linguistic/geographical divisions designated by Governments. The Group of Experts shall be supported in its activities by the following linguistic/geographical divisions:²⁹

- (1) Africa Central Division
- (2) Africa East Division
- (3) Africa South Division
- (4) Africa West Division
- (5) Arabic Division
- (6) Asia East Division (other than China)
- (7) Asia South-East and Pacific South-West Division
- (8) Asia South-West Division (other than Arabic)
- (9) Baltic Division
- (10) Celtic Division
- (11) China Division
- (12) Dutch- and German-speaking Division

²⁹ Anonymous, <http://unstats.un.org/unsd/geoinfo/ungegndivisions.htm>

- (13) East Central and South-East Europe Division
- (14) East Mediterranean Division
- (15) East Mediterranean Division (other than Arabic)
- (16) Eastern Europe, Northern and Central Asia Division
- (17) India Division
- (18) Latin Amerika Division
- (19) Norden Division
- (20) Portuguese-speaking Division
- (21) Romano-Hellenic Division
- (22) United Kingdom Division
- (23) USA/Canada Division.

Indonesia entered the Asian Division, South-East and Pacific, South-West, which consists of other Asean countries, as well as Australia, New Zealand, Papua New Guinea, Solomon and Fiji. Below is the list of the United Nations Group of Experts on Geographical Names (UNGEGN) Working Groups.³⁰

- 1. Working Group on Country Names
- 2. Working Group on Toponymic Data Files and Gazetteers
- 3. Working Group on Toponymic Terminology
- 4. Working Group on Publicity and Funding
- 5. Working Group on Romanization Systems
- 6. Working Group on Training Courses in Toponymy
- 7. Working Group on Evaluation and Implementation
- 8. Working Group on Exonyms
- 9. Working Group on Pronunciation
- 10. Working Group on the Promotion of Recording and Use of Indigenous, Minority and Regional Language Group Geographical Names.

2.b. Government Efforts is in accordance with UN Resolution (United Nations Conference on Standardization of Geographical Names / UNC-SGN)

- a. The Building of National Team and Regional Team for Standardization of Topographical Names
As regulated in Recommendation A: The National Names Authorities, UN Resolution I/4 1967 recommended for each member state to establish

³⁰ Anonymous, <http://unstats.un.org/unsd/geoinfo/ungegnwgroups.htm>

- b. National Names Authority, that read as follows:
- “It is recommended that, as a first step in international standardization of geographical names, each country should have a national geographical names authority:
- (a) consisting of a continuing body, or a co-ordinated group of bodies, having clearly stated authority and instructions for the standardization of geographical names and the determination of names standardization policy within the country;
 - (b) having such status, composition, function and procedures as will:
 - (i) Be consistent with the government structure of the country;
 - (ii) Give the greatest chance of success in the national names standardization program;
 - (iii) As appropriate, provide within its framework for the establishment of regional or local committees, according to area or language;
 - (iv) Provide for consideration of the effects of its actions on government agencies, private organizations and other groups and for the reconciliation of these interests, as far as possible, with the long-range interests of the country as a whole;
 - (v) Make full use of the services of surveyors, cartographers, geographers, linguists and any other experts who may help the authority to carry out its operations efficiently;
 - (vi) Permit record keeping and publication procedures that will facilitate the prompt and wide distribution of information on the standardized names, both nationally and internationally.”

In the relevant Resolution has been mentioned that the composition of Geographical Names Authority shall be in accordance with a state's administration structure. To follow up the resolution, then the Government of Indonesia established a Geographic Names Authority through Presidential Regulation No. 112 / 2006 on National Team for Standardization of Topographical Names. National Team for Standardization of Topographical Names located under and responsible to the President. As referred to in paragraph (1) National Team consists of :³¹

“The Minister of Home Affairs is designated the authority and chaired the team, supported by a cabinet level members, compris-

³¹ UN Economic and Social Council, *Reports by Governments on the situation in their countries and on the progress made in standardization of geographical names since the Eight Conference*, National Report of the Republic of Indonesia, New York 21-30 August 2007.

ing the Minister of Defense, the Minister of Foreign Affairs, the Minister of Marine Affairs and Fisheries and the Minister of National Education, the Secretariat of the Team consists of two secretaries: the Head of National Coordination Agency for Surveys and Mapping (the National Mapping Agency Acronym for BAKOSURTANAL); and the Director General of Public Administration of the Ministry of Home Affairs.”

The National Team has a duty to establish the principles, guidelines and procedures for the standardization of topographical names, nationally standardized names, spellings and sayings of topographical elements in Indonesia in the form of national gazetteer, proposes national gazetteer for further drafting of Government Regulation concerning standardization of topographical name in Indonesia, provide guidance to local governments in inventorying activities, naming, name changing and standardization of topographical that represent Indonesia at the United Nations sessions and international meetings related to the naming and standardization of topographical names.

In performing its duties, the National Team cooperates with the Regional team conducting the standardization of topographical names in the area, Topographical Name Standardization Committee of Provincial and Regency / Municipality formed, hereinafter called the Committee of Provincial and District Committee / City. Provincial Committee and the Committee for County / City were designated by the governor, regent or mayor of each region.³²

In accordance with its duties in the standardization of topographical name, one of the team tasks is also to standardize the names of islands in Indonesia include as the topographic physical elements. Topographical elements as referred to Article 1 Presidential Regulation No.112/2006 are:³³

- b. Physical element is the element that laid on the surface of land, sea and below sea level, whose identity can be recognized. In example: mountain, mountains, hills, plateaus, caves, valleys, lakes, rivers, estuaries, oceans, seas, straits, bays, island, islands, bay, peninsula, seamount (seamount), trough.

³² See Art. 11 para. (2) Government Regulation No. 112 of 2006.

³³ Badan Koordinasi Survey dan Pemetaan Nasional, Prinsip, Kebijakan dan Prosedur Pembakuan Nama Rupabumi, Desember 2006, p. 5

- c. Artificial elements are the elements of infrastructure that is public facility, social, economic and cultural. In example: airports, dams, reservoirs, bridges, tunnels, lighthouse, residential areas, industrial estates, forests, temples, monuments.
- d. Administrative elements are the functional areas of government agencies with a clear administration boundary. In example: village, district, city, province. Then the steps in making and ratified the island's name by conducting:

Step 1

Provision, alteration, deletion and merging of topographic names proposed by the village community or by a local villager and bring to the village chief by following Guidelines for Geographical Name Standardization.

Step 2

The village chief conducts further action in processing proposals from communities along with the Village Consultative Body. Furthermore, the proposal submitted to the regent or mayor through the village chief.

Step 3

Regent or Mayor as proposed by the village chief give tasks to the county or City Committee for Standardization of Topographical Name (PPNR) County to perform the assessment.

Step 4

PPNR reported to the mayor to recommend the study of topographical names in the territory proposed to the governor.

Step 5

Based on the proposed standardization of topographical name from the Regent or Mayor, Provincial Governor give the task to study the proposal PPNR standardization of principles, policy and the Standardization Procedures of Topographical Names are to provincial level and report it to the National Team for the Standardization carried out by the Ministry of Home Affairs as Chairman of the National Team.

Step 6

Minister of Home Affairs as Chairman of the National Team standardize all the defined names by the National Team in the form of National Gazetteer.

Step 7

Minister of Home Affairs as Chairman of the National Team has the prerogative right from the President to modify, combine or eliminate topographical names (geographical names) that do not conform to the proposed PPNR, with a record that the names suggested by PPNR still included in the National Gazetteer. Topographical Name Standardization Committee was formed to standardize existing island names yet giving names for the unnamed islands in Indonesia.

(a)Expert Group Formation

This expert group is also a group that formed based on Presidential Regulation of the Republic of Indonesia No. 112/ 2006 consisting of experts geography, geology, mapping, language / linguistics, history, anthropology and / or relevant experts from government agencies, non departmental and / or individuals. In accordance with the composition and the members of this expert group, the group of experts has the duty according to their respective expertise. In example geography and mapping experts will conduct a survey and mapping of the islands in Indonesia.

However, the general task of this expert group as stipulated in Article 10 Presidential Regulation No. 112/ 2006, namely: to conduct studies and prepare technical materials which cater for the standardization of topographical element names (geographical names); and to provide advice, opinions and considerations related to the implementation team with the standardization of topographical names (geographical names).

(b)Application of the Principles of Standardization of Island Name in Indonesia

In the effort of standardization of island name, it should be adjusted with the principles of topographic names (geographical names). Naming Topographical principles that imposed by the government are:

1. The use of Roman letters

Standardized names of topographical element all are written in Roman letters. With a record, it is not allowed to use a diacritic, such as', á, â, ã, ä, å, ì, í, î, ï, ð, ñ, ò, ó, ô, õ, ö, ø, and hyphen (-).

2 One name for one topographical element

One topographical element only has one name in one level administrative region, except those names already used before the applied guide-

lines. If one topographic element (geographical names) have several names, it is necessary to set an official name and other name that still listed in gazetteer as variant names.

3. The use of local names
Topographical element names (geographical names) based on the local name is a name known and used by local residents. The local name consists of generic elements and specific elements.
4. The Use of local generic elements
Topographical element names (geographical names) basically adopted the use of generic elements as the local official name. In example: *Lihuto* which means island in Bahasa Indonesia.
5. Name based on the Law or Presidential Decree
Topographical elements (geographical names) may be based on local names that established by law and / or presidential decree. The new name can be decided based on law or decree as the official name and standard name to replace the old name.
6. Topographical element names (geographical names) do not use offensive name that violates ethnicity, religion, races.
7. Not using foreign-language names
Topographical element names does not use foreign-language names, which in this case related to the 3rd principle.
8. Not using proper names.
Topographical element names (geographical names) do not use proper names, which in this case either the name or names of individual agencies that are still alive. It also include project name as official topographical elements (geographical names).
9. Not using a name that is too long.
Topographical element names (geographical names) do not use a name that is too long for the communication efficiency. For example: *Purbasinombamandalasena* that is a village in South Tapanuli.
10. Not using a mathematical formula.
Topographical element names (geographical names) do not use a mathematical formula, to avoid confusion. Examples include: *IV X 11 6 Lingkung* (Kali Ampek Sabaleh Anam Lingkung).

In an effort to standardize islands names in Indonesia, National Team for Standardization of Topographical Name must use the principles that have been established, so that the given islands names can be used properly

in accordance with international norms and standards.

The verification results of National Team for Standardization of Topographical Name during the May to July 2007 period only succeed in identify and standardize the new name of the island as much as 4981 islands in 14 provinces, include South Sumatra (23 islands), Bangka Belitung Islands (361 islands), East Java (445 islands), Central Java (33 islands), DI Yogyakarta (28 islands), West Java (10 islands). North Sulawesi (258 islands), Gorontalo (123 islands), Moluccas (471 islands), North Maluku (783 islands), South East (511 islands), Lampung (130 islands) Bengkulu (10 islands) Riau Islands (1794 islands) Berhala island (1 island). The Government of Indonesia has submitted its 4981 islands data that has been standardized along with their coordinates point to the United Nations in the 24th UNGEGN session at the United Nations headquarters in New York.

IV. Concluding Remarks

Recognizing Republic of Indonesia position as an archipelagic state has bring consequence for the urgency of islands name standardization and as the consequence of the implementation of Law No. 32/2004 on Regional Government may lead to border dispute for marine district in follow with the obligation to protect Republic of Indonesia's territory that have land border with three countries and marine border with ten countries.

Relating with the urgency, government has done some efforts, in example with the formation of national and regional team of topographical names standardization and expert group yet also with the implementation of islands names standardization principles.

Not to be missed, the problems relating islands names standardization must be completed before the year 2012 as the deadline given by the United Nations, reconsider also the importance of international recognition of the claimed islands as a part of Indonesia's territory will be resulted on the territorial sovereignty of Indonesia.