

Journal of Government & Civil Society

Journal of Government
and Civil Society

Volume 10

No. 2

Pages 169 - 403

October 2026

ISSN 2579-4396



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Journal of Government & Civil Society

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Implementing Population Administration Policy in Border Regions: Evidence from the Indonesia–Malaysia Border

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Submitted:

10 July 2026

Revised:

22 Sept 2026

Accepted:

2 October 2026

Abstract

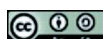
This study analyzes the implementation of population administration policy at the Entikong State Border Crossing Post (PLBN) and its implications for Indonesia–Malaysia border migration governance. The study addresses the gap between regulatory mandates and administrative practices shaped by high mobility, fragmented information, and dispersed institutional authority. In 2025, PLBN Entikong recorded 540,327 movements, and 5,238 problematic Indonesian citizens were repatriated. A qualitative case-study approach was employed, using regulatory documents and interview transcripts, which were analyzed thematically with NVivo. The analytical framework integrates Mazmanian and Sabatier's policy implementation theory with Collaborative Governance, organized into four categories: Regulatory Mandates, Technical Capacity, Actor Dynamics, and Policy Outcomes. The findings show that clear authority, administrative capacity, operational procedures, data integration, coordination, commitment, and facilitative leadership shape implementation. Information & Data Integration represents a critical intersection between technical capacity and institutional collaboration, supporting registration, identity verification, document examination, and mobility control. The study demonstrates that administrative enforcement serves as a meso-level mechanism that connects regulatory mandates and technical capacity to administrative action, while strengthening the relationship between population governance and border governance.

Keywords: Population administration, administrative enforcement, border governance, collaborative governance, Entikong state border crossing post

Abstrak

Penelitian ini menganalisis implementasi kebijakan administrasi kependudukan di Pos Lintas Batas Negara (PLBN) Entikong serta implikasinya terhadap tata kelola migrasi perbatasan Indonesia–Malaysia. Penelitian ini berangkat dari kesenjangan antara mandat regulatif dan praktik administratif yang dipengaruhi oleh mobilitas tinggi, fragmentasi informasi, serta kewenangan antarlembaga. Pada 2025, PLBN Entikong mencatat 540.327 pergerakan orang dan 5.238 WNI bermasalah yang dipulangkan. Penelitian ini menggunakan pendekatan kualitatif dengan desain studi kasus, melalui analisis dokumen regulasi dan transkrip wawancara yang dianalisis secara tematik menggunakan NVivo. Kerangka analisis mengintegrasikan teori implementasi Mazmanian dan Sabatier dengan Collaborative Governance melalui 4 kategori, yaitu Regulatory Mandates, Technical Capacity, Actor Dynamics, dan Policy Outcomes. Hasil penelitian menunjukkan bahwa implementasi dipengaruhi oleh kejelasan kewenangan, kapasitas administratif, prosedur operasional, integrasi data, koordinasi, komitmen, serta kepemimpinan yang fasilitatif. Information & Data Integration menjadi titik temu antara kapasitas teknis dan kolaborasi

CITATION Hutasoit, I., Rejeki, W. R. S., Hutasoit, A. S., & Saputri, A. I. H. (2026). Implementing Population Administration Policy in Border Regions: Evidence from the Indonesia–Malaysia Border. *Journal of Government and Civil Society*, 10(2), 191–214.



kelembagaan dalam mendukung registrasi, verifikasi identitas, pemeriksaan dokumen, serta pengawasan mobilitas. Penelitian ini menegaskan bahwa administrative enforcement merupakan mekanisme meso-level yang menghubungkan mandat regulatif dan kapasitas teknis dengan tindakan administratif serta memperkuat keterkaitan antara population governance dan border governance.

Kata Kunci: Administrasi kependudukan, administrative enforcement, tata kelola perbatasan, collaborative governance, PLBN Entikong

INTRODUCTION

Border governance not only aims to control mobility but also to ensure the orderliness of state administration and services. Borders are now understood as institutional spaces that regulate movement through regulations, inspections, bureaucracy, technology, and inter-agency coordination. *Integrated Border Management* (IBM) emphasizes multidimensional and coordinated management to control mobility, prevent cross-border crime, and manage migration (Wagner, 2021a). Its effectiveness depends not only on policy design, but also on the ability of officials to translate rules into practice, including through *border guards'* decisions and actions that help shape mobility patterns (Achermann, 2021).

The administrative dimension is increasingly important as identity and data become the basis for identification, risk assessment, mobility regulation, and decision-making in *digital border governance*. Data collection and exchange are an integral part of border management and migration (Leese et al., 2022). while digital technology strengthens identity checks and security (Beduschi, 2021). Population registration also increases migrant *legibility* through the use of data in migration services and policies (Homanen & Alastalo, 2024). Identity and data are important infrastructure for a country's capacity to manage mobility.

However, the literature is still fragmented: IBM emphasizes coordination and security; bureaucratic studies focus on street-level practices and discretion; datafied border governance centers on data infrastructure; and population registration centers on administrative knowledge. The Burkina Faso–Niger study shows that technology, social organization, and material infrastructure can simultaneously facilitate and limit mobility (Lin et al., 2017). However, there is insufficient explanation of how *administrative enforcement* at the local level links rules, registration, identity verification, data exchange, bureaucratic coordination, and cross-border mobility. *The research gap* lies in the lack of a strong conceptualization of *administrative enforcement* as a connecting mechanism between *population governance* and *border governance*.

This gap is increasingly relevant in the context of *the Global South*. (Lee, 2022), The Indonesia–Malaysia study shows that *border control* cannot be fully explained by a model

derived from the experiences of Global North countries, as domestic political-economic conditions, attitudes towards migration, and geopolitical relations shape control practices. (Arifin et al., 2024), also shows that Indonesia's migration and border governance face the complexity of changing mobility patterns, irregular migration, transnational crime, and the need to balance movement facilitation and security. The findings confirm that Indonesia's border governance needs to be understood in terms of the relationship among institutional capacity, administrative practices, and local contexts, rather than solely as the implementation of control policies at border points.

In the Indonesia-Malaysia context, previous studies have shown that border governance relies on controlled openness, collaboration, and cross-institutional coordination. The Tebedu–Entikong area employs a soft border approach through the involvement of customs, immigration, and quarantine (Anuar & Raharjo, 2022), while the handling of irregular migrant workers requires inter-agency collaboration, whose effectiveness depends on coordination strength (Warsono et al., 2022). However, the study has not specifically examined *administrative enforcement* as a link between identity, registration, mobility data, and border surveillance.

This gap is relevant because Law No. 23 of 2006 jo. Law No. 24 of 2013 normatively links population administration with the mobility of border populations. Article 24 links cross-border documents to population registration obligations, establishing a relationship among *legal identity*, *population registration*, and *cross-border mobility*. However, these relationships have not been fully integrated in practice, as evidenced by the fragmentation of information among Disdukcapil, Immigration, and BNPP.

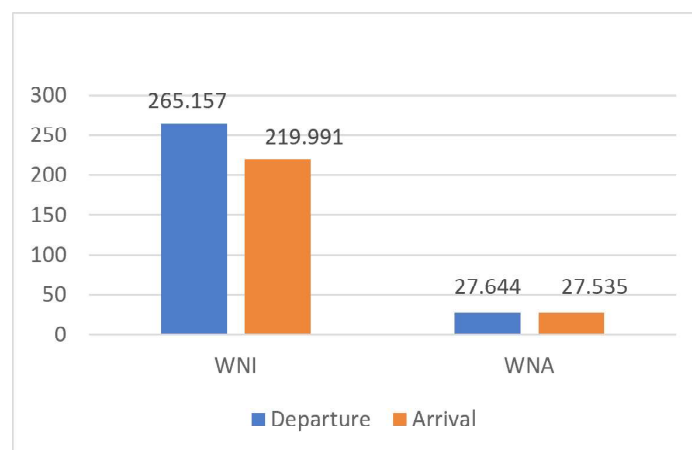


Figure 1. Crossing Data through the Legal Border Crossing Point at Entikong

This problem is increasingly significant in PLBN Entikong, one of the main Indonesia-Malaysia routes, with 540,327 people movements in 2025 and 5,238 problematic Indonesian citizens repatriated, up from 4,724 in 2024. High mobility requires data integration and

coordination between institutions so that changes in identity, domicile, and mobility are accurately recorded. This complexity is reinforced by community mobility for trade, work, family, and socio-cultural activities that go beyond administrative boundaries (Larasati & Arfalia, 2026). Therefore, the state needs to balance facilitating mobility with administrative order and legal supervision. In contrast, the effectiveness of *administrative enforcement* depends on registration, data updates, identity verification, compliance, and cross-agency coordination.

Based on these gaps, this study focuses on administrative enforcement to explain the relationship between population administration and border migration governance using the Mazmanian and Sabatier frameworks. This framework is used to analyze the influence of problem characteristics, statutory capabilities, and the environment on the implementation of Law No. 23 of 2006 in PLBN Entikong, including why enforcement effectiveness varies under conditions of high mobility, heterogeneous targets, and data fragmentation. Empirically, the study confirms that population administration is part of the state's capacity to manage mobility. Theoretically, *administrative enforcement* is positioned as a *meso-level* mechanism that connects the rule of law, *population governance*, and *border governance* by integrating identity, registration, bureaucratic capacity, data, and transnational mobility.

Thus, this study aims to analyze the implementation of Law Number 23 of 2006 concerning Population Administration, particularly Article 24, in PLBN Entikong, and to explain its implications for border migration governance. The research answers two questions: (1) how Law Number 23 of 2006 is implemented in population administration services at PLBN Entikong; and (2) how does the enforcement of these provisions have implications for strengthening border migration governance?

LITERATURE REVIEW

Migration Governance and Integrated Border Management (IBM)

Ontological tensions between the logic of state sovereignty and the sociological dynamics of local communities have always colored migration governance in land border areas (Betts, 2011). On the one hand, the state views territorial boundaries as a fortress of jurisdiction that demands strict control, law enforcement, and maintenance of national security. On the other hand, borders between countries often cut ties of kinship, culture, and transnational economic networks that have been formed long before the concept of modern state boundaries was practiced (Baud & Van Schendel, 1997). This contradiction gives birth to the *dualism of migration governance*, in which governments are faced with a fundamental dilemma: how to facilitate the socio-economic mobility of border populations that are historically essential to their survival, while maintaining a strict immigration security and supervision function (Brunet-Jailly, 2005).

In the context of the Indonesia-Malaysia land border, particularly in West Kalimantan and Sarawak, this duality directly affects the effectiveness of population policies. The need for local citizens to access markets, health services, and education in the cross-border region encourages very high daily cross-border movements. When the state seeks to limit these movements through bureaucratic, expensive, and formal passport regulations, people tend to use informal cross-border *pathways*. This phenomenon confirms that migration governance policies that overemphasize securitization without considering the reality of local mobility will actually breed administrative resistance and increase the number of unrecorded migrations (Castles, 2004).

To overcome fragmentation and structural tension in border governance, the concept of *Integrated Border Management* (IBM) comes as a modern institutional architecture designed to harmonize border *security* and mobility facilitation (Hobbing, 2016). IBM emphasizes the importance of integration of three main levels: *intra-service and inter-agency cooperation*, international *cooperation*, and harmonization of technologies and work procedures (Collantes-Celador & Juncos, 2012; Wagner, 2021b). This framework shifts the paradigm of border governance from an isolated sectoral approach (*silo mentality*) to unified cross-border coordination.

IBM's implementation requires a data interoperability platform, alignment of standard operating procedures, and consolidation of public services at key border points, such as Cross-Border Posts (PLBN). In the context of population governance, IBM serves as a supporting ecosystem that allows local authorities to verify identities quickly, transparently, and accurately (Laine, 2016). Without implementing IBM principles, the clarity of the legal status of border residents will continue to be threatened by overlapping authority and communication gaps between law enforcement agencies and population administration service providers.

Conceptualizing Administrative Enforcement and Population Administration at the Border

Population administration, which includes population registration, issuance of legal identity documents, and civil registration, operates as a *meso-level mechanism* that links the country's macro regulation with the micromobility of citizens (Torpey, 2000). (Scott, 1998) proposes the concept of *seeing like a state*, in which population registration is the primary means by which the state records and organizes the population (legibly). Without a valid, centrally registered legal identity, the state loses the ability to map, supervise, and protect the civil rights of its citizens.

In border areas, the function of population registration has become much more crucial. Population registration not only functions as a tool for ordinary demographic registration, but also as an instrument for determining citizenship status and the right to legal cross-border

mobility (Caplan & Torpey, 2002). The inability of local agencies to reach residents in remote border areas leads to a high rate of *statelessness* or dual-document ownership, which ultimately weakens the state's legal legitimacy and compromises the order of national population administration.

Normatively, the legal framework for population management and border mobility in Indonesia is set out in Law No. 23 of 2006 concerning Population Administration (as amended by Law No. 24 of 2013). In particular, Article 24 of Law No. 23/2006 recognizes special instruments, namely cross-border pass-based Identity Cards or border-crossing documents, that facilitate the movement of local communities in the country's border areas. However, at a practical level, there is a significant *implementation gap* between the normative mandate of the law and the reality on the ground (Pressman & Wildavsky, 1979).

Several structural factors trigger this gap in law enforcement. First, there is fragmentation of the database between the Population Administration Information System (SIAK), managed by the Population and Civil Registration Office (Disdukcapil), and the Immigration Management Information System (SIMKIM), owned by the Directorate General of Immigration. Second, the limited information technology infrastructure in frontier areas means that the process of verifying the identity of Cross-Border Pass (PLB) holders is often carried out manually or hampered by a lack of signal (*blank spot*). Third, the difference in authority priorities between agencies creates administrative loopholes that are often used for violations of population document procedures (Sudiar, 2017; Tupan & Setiorini, 2022).

Theoretical Integration: Policy Implementation and Collaborative Governance as Complementary Mechanics

To analyze the success of population administration policy enforcement, the policy implementation analysis framework from (Sabatier & Mazmanian, 1980), provides a solid conceptual footing. Mazmanian and Sabatier identify three main groups of variables that determine the effectiveness of policy implementation:

1. *Tractability of the Problem*: Includes the level of technical difficulty, the diversity of the target group's behaviors, and the percentage of the affected population.
2. *Ability of Statute to Structure Implementation*: Includes clarity of regulatory objectives, accuracy of resource allocation, hierarchical integration between implementing agencies, and clarity of decision rules.
3. *Non-statutory Variables*: Includes socio-economic conditions, political support, and commitment and leadership skills of implementing officials.

Although this model can systematically map structural variables, the Mazmanian and Sabatier approaches tend to be top-down and rely heavily on hierarchical *compliance*. In a

highly dynamic, multi-jurisdictional border environment characterized by the limitations of a single authority, hierarchical compliance is absolutely difficult to implement. Border field conditions demand operational flexibility and local accountability that a purely top-down control mechanism cannot always accommodate (Hjern & Hull, 1982).

To close the analytical limitations of the Mazmanian and Sabatier frameworks, it is necessary to integrate *the theory of Collaborative Governance* developed by (Ansell & Gash, 2008). Law enforcement and population administration services in border areas operate in a multi-actor ecosystem involving cross-sector actors, such as Disdukcapil (identity document provider), Immigration Office (supervisor of the movement of persons), National Border Management Agency (BNPP, regional coordinator), and BP3MI/P4MI (protection of migrant workers).

(Ansell & Gash, 2008) It defines collaborative governance as an architecture in which public institutions engage non-state stakeholders and other public agencies in a collective decision-making process that is formal, consensus-oriented, and deliberative. This model emphasizes four essential elements:

1. Trust Building *Dynamics*: Overcoming the history of inter-agency conflicts of authority at the border.
2. Commitment to Process: Develop shared ownership of sovereignty and public services.
3. Shared *Understanding*: Agreed on a common definition of population issues and security threats.
4. Intermediate *Outcomes*: Achieving data interoperability and simplifying administrative procedures in the field.

The combination of these two frameworks creates a complementary analytical model: the Mazmanian and Sabatier frameworks provide a formal regulatory structure and statutory *backbone*. In contrast, the Ansell and Gash models provide a collaborative *mechanism that is vital* for the operationalization of policies in border areas.

Conceptual Model of Border Population Governance

The conceptual synthesis of this study integrates the dimensions of the macro context, meso mechanisms, and micro operational targets into a complete analytical framework. This framework explains that the clarity and compliance of population administration in border areas are not the result of purely regulatory enforcement in isolation, but rather a convergence between legal certainty and collaborative governance.

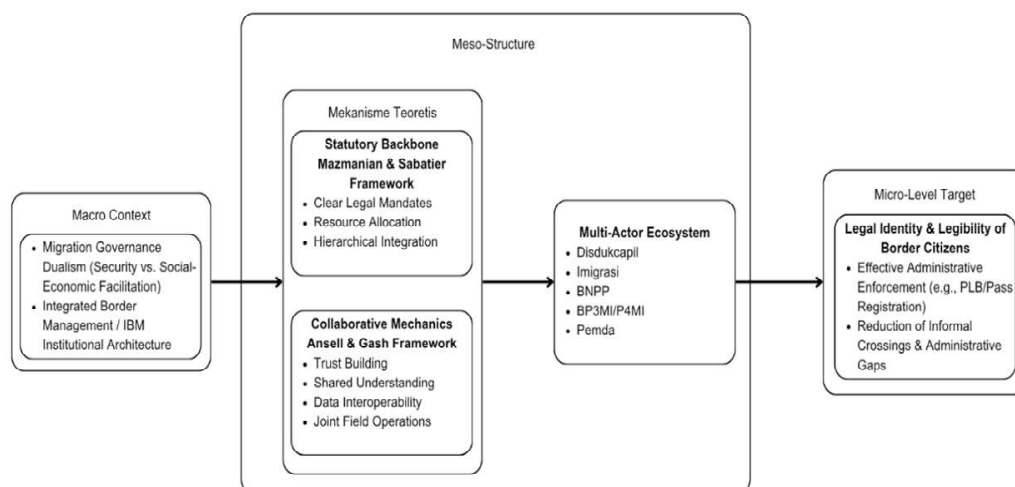
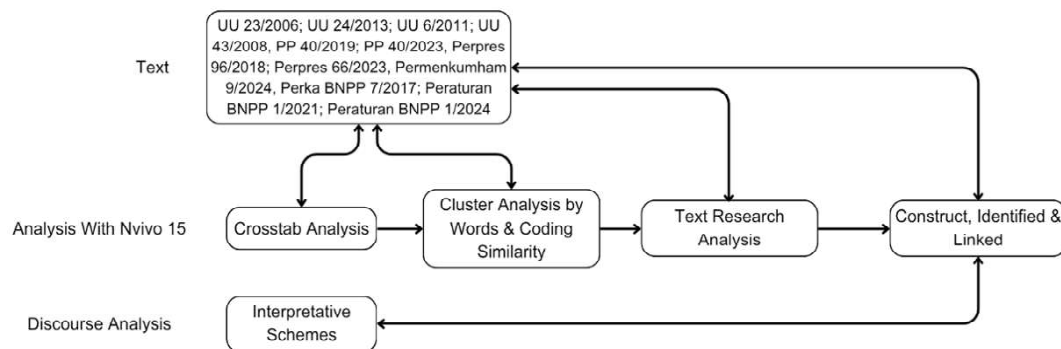


Figure 2. Research Framework

Based on the synthesized conceptual framework, this study formulates a key analytical proposition. Law enforcement and implementation of effective population administration policies in border areas (such as the Indonesia–Malaysia corridor) cannot be achieved solely through the assertiveness of formal regulatory mandates and *top-down supervision*. Such effectiveness is directly proportional to the degree of integration of collaborative governance between agencies (Disdukcapil, Immigration, BNPP, and Local Government), where *inclusive institutional design*, facilitative leadership, and technical interoperability of population data (SIK-SIMAKIM) act as critical mediating variables that convert regulatory mandates into citizen mobility compliance at the local level.

RESEARCH METHODS

This research method employs a qualitative approach based on policy document analysis and empirical studies, supported by NVivo qualitative data analysis software. The research design focuses on evaluating the implementation of population administration policies and law enforcement in the Indonesia-Malaysia border area, with a case study of the Entikong Cross-Border Post (PLBN). The research data sources are divided into secondary data in the form of primary regulatory documents (such as Law No. 23/2006 jo. Law No. 24/2013 on Population Administration, Law No. 43/2008 on State Territories, as well as ministerial regulations and border operational SOPs) and secondary empirical data in the form of in-depth interview transcripts and performance evaluation reports from relevant agencies.

**Figure 3. Research Stages**

Source: (Lili et al., 2024)

All document files and transcripts are imported into NVivo and classified by data source attributes and implementing agency type. Qualitative data analysis is conducted using structured thematic analysis techniques. The coding *taxonomy framework* is systematically arranged into four categories of main nodes (*mother nodes*) that reflect the flow of border policy analysis, namely:

Table 1. Operational

Mother Node	Child Node	Regulations Used	Coding Focus
REGULATORY MANDATES	Clarity of Policy Objectives	Law 23/2006; Law 24/2013; Law 6/2011; Law 43/2008; Government Regulation 40/2023; Regulation of the Minister of Law and Human Rights 9/2024	Clarity of policy objectives, definitions, obligations, residents' rights, service objectives, and border surveillance
	Division of Authority	Law 23/2006; Law 24/2013; Law 6/2011; Law 43/2008; Government Regulation 40/2023; Presidential Regulation 66/2023	Distribution of authority by the government, local governments, implementing agencies, Immigration, border checks, and related actors
	Consistency of Rules	Law 23/2006 ↔ Law 24/2013; Law 6/2011 ↔ PP 40/2023 ↔ Permenkumham 9/2024; Law 43/2008 ↔ Presidential	Harmonization, regulatory hierarchy relationships, consistency of norms, absence of overlap/contradiction of rules

TECHNICAL CAPACITY	Compliance & Enforcement	Law 24/2013; Law 6/2011; PP 40/2023; Permenkumham 9/2024	Obligations, inspections, supervision, prohibitions, sanctions, law enforcement, compliance with procedures
	Administrative Resources	Law 23/2006; Law 24/2013; Law 6/2011; Law 40/2023; Permenkumham 9/2024	Officers, officials, technical authority, facilities, financing, and inspection equipment
	Technical Procedures & SOP	Law 6/2011; PP 40/2023; Permenkumham 9/2024; BNPP Regulation No. 1/2021; BNPP Regulation No. 7/2017	Inspection procedures, registration, services, document checks, PLBN, SOPs, and operational standards
	Information & Data Integration	Law 23/2006; Law 24/2013; Law 6/2011; Law 40/2023; Permenkumham 9/2024	SIAK, SIMKIM, data recording, validation, verification, data exchange/integration, aggregate data
	Implementation Capacity	Law 23/2006; Law 24/2013; Law 6/2011; Government Regulation 40/2023; Permenkumham 9/2024; BNPP Regulation No. 1/2021	Ability to translate rules into action, apparatus capacity, service ability, inspection, and supervision
ACTOR DYNAMICS	Starting Conditions	Law 43/2008; Law 23/2006; Law 6/2011; Presidential Regulation 66/2023	Initial conditions of border areas, population characteristics, cross-border mobility, institutional and geographical conditions
	Face-to-Face Dialogue	Law 23/2006; Law 43/2008; Presidential Regulation 66/2023; BNPP Regulation No. 1/2021; BNPP Regulation No. 7/2017	Mandate of coordination, consultation, interagency relations, and cross-sector coordination
	Trust & Commitment	Law 23/2006; Law 6/2011; Law 43/2008; Presidential Regulation 66/2023	Shared commitment, inter-stakeholder responsibility, cooperation, willingness to share information, and carry out mandates

	Facilitative Leadership	Law 43/2008; Presidential Regulation 66/2023; BNPP Regulation No. 1/2021; BNPP Regulation No. 1/2024	The role of the government/BNPP as coordinator/facilitator, director, integrator, and border manager
POLICY OUTCOMES	Intermediate Outcomes	Law 23/2006; Law 6/2011; PP 40/2023; Permenkumham 9/2024; Presidential Regulation 66/2023	Intermediate results: availability of data, inspection, registration, services, supervision, and regularity of crossings
	Administrative Compliance	Law 23/2006; Law 24/2013; Law 6/2011; Law 40/2023; Permenkumham 9/2024	Resident compliance, document compliance, procedural compliance, officer compliance
	Service & Registration Outcomes	Law 23/2006; Law 24/2013; Government Regulation 40/2019; Presidential Regulation 96/2018; Government Regulation 40/2023; Regulation of the Minister of Law and Human Rights 9/2024	Successful registration of residents, population documents, registration, inspection, and cross-border services
	Procedural Effectiveness	PP 40/2023; Permenkumham 9/2024; BNPP Regulation No. 1/2021; BNPP Regulation No. 7/2017*	Effectiveness of procedures, order of crossings, effectiveness of inspections, speed/accuracy of service

The analysis procedure begins with text *searches and word-frequency queries* to assess the consistency of regulatory terms such as cross-border passes, SIAK, SIMKIM, and jurisdictional authorities. Furthermore, in-depth (line-by-line) coding is conducted for each regulatory article and interview transcript segment to identify relevant mother nodes. This coding stage dissects the certainty of legal norms, the readiness of data-system facilities and their integration, the dynamics of relations among bureaucratic actors in the field, and the level of compliance with civil registration for border citizens.

To analyze the implementation gap and conflict of authority, a *coding matrix query* was conducted that cross-referenced the regulatory matrix with the classification of implementing agencies, such as the Population and Civil Registration Office, Immigration, and the National

Border Management Agency. The results of the data analysis were synthesized and visualized in NVivo using concept maps and hierarchy charts to illustrate the causal relationships among regulatory gaps, technical capacity, and the effectiveness of population administration enforcement in border areas.

RESULTS AND DISCUSSION

Empirical Profile of Population Administration Enforcement at PLBN Entikong

The enforcement of population administration at PLBN Entikong shows a pattern that does not rest on a single dimension but is shaped by the relationships among Regulatory Mandates, Technical Capacity, Actor Dynamics, and Policy Outcomes. This pattern is important in the context of Entikong because this area is a border managed through an *open but controlled approach*, so that the functions of service, inspection, supervision, and mobility facilitation take place simultaneously through more than one institution (Anuar & Raharjo, 2022). Under such conditions, population administration not only functions as a population registration mechanism but is also related to the state's ability to ensure that identity and administrative status can be used in the mobility management process.

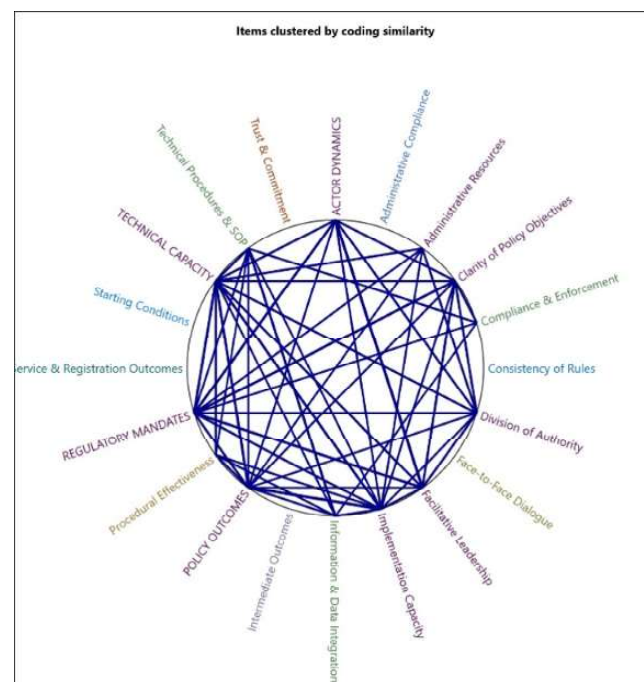


Figure 4. Items Clustered by Coding Similarity

The similarity *coding results* show a highly interconnected network among the research nodes. Regulatory Mandates are connected to Technical Capacity, Actor Dynamics, and Policy Outcomes. At the same time, the Division of Authority, Technical Procedures & SOP,

Information & Data Integration, Implementation Capacity, Facilitative Leadership, Administrative Compliance, and Service & Registration Outcomes form a network of relationships. These findings show that enforcement issues in Entikong cannot be separated between normative and operational dimensions. In border bureaucratic practice, administrative requirements, identity classification, and mobility arrangements are shaped by interactions among rules, institutions, and actors at the implementation level (Fernández-Rodríguez & Céleri, 2024; Tsourapas, 2025). Therefore, the density of the relationship in the visual is better interpreted as an indication that the implementation of population administration has an interdependent thematic structure, rather than as evidence of causal relationships between nodes.

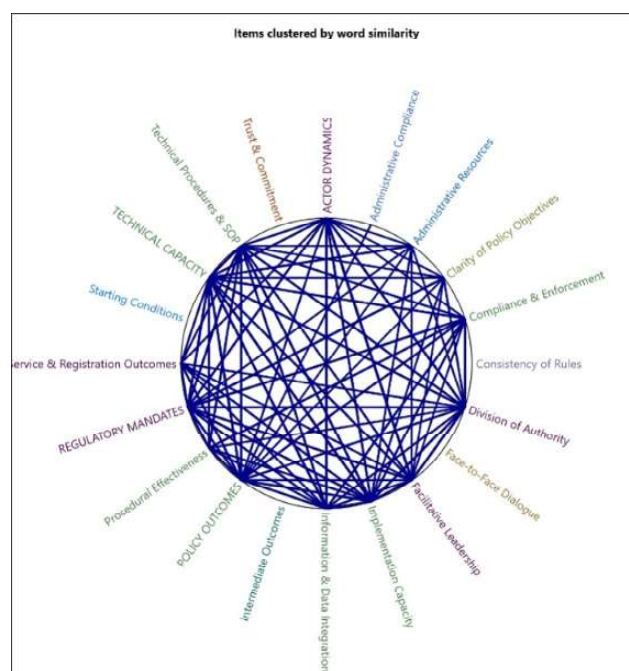


Figure 5. Items Clustered by Word Similarity

The *word similarity* pattern reinforces these findings through the proximity of terminology between Regulatory Mandates, Technical Capacity, Actor Dynamics, Information & Data Integration, Division of Authority, and Facilitative Leadership. This closeness shows that the conversation about regulation in data sources goes hand in hand with issues of capacity, authority, coordination, and information. This pattern is relevant to the character of public identity management, which treats registration, identification, data maintenance, and identity management as interrelated systems. (Schwid et al., 2021; Utami et al., 2025), emphasized that *the civil registration and identity management* system requires a holistic and integrated framework so that identity information can be used consistently across government functions.

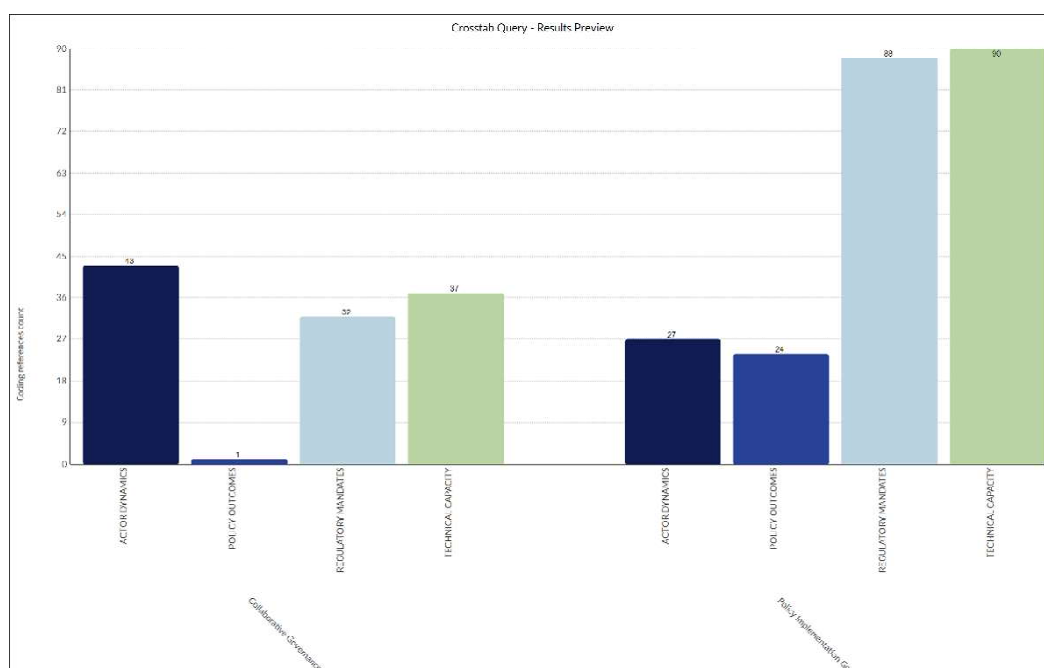


Figure 6. Crosstab Query – Mother Nodes

At the *mother node level*, the difference in distribution between Collaborative Governance and Policy Implementation Governance is quite clear. Within the framework of Collaborative Governance, Actor Dynamics has the highest number of codes (43), followed by Technical Capacity (37) and Regulatory Mandates (32). At the same time, Policy Outcomes has the fewest codes (1). In contrast, in Policy Implementation Governance, *Technical Capacity* was the highest (90), very close to *Regulatory Mandates* (88), whereas Actor Dynamics (27) and Policy Outcomes (24) had lower frequencies. These differences show that when the Entikong phenomenon is read from a collaboration perspective, data attention is more concentrated on inter-stakeholder relationships and interactions; when read from the perspective of policy implementation, attention is stronger on administrative capabilities and policy mandate structure.

The dominance of Actor Dynamics (43) within Collaborative Governance is relevant to Entikong's institutional configuration. (Anuar & Raharjo, 2022), shows that the Tebedu–Entikong area involves managing customs, immigration, and quarantine within an open yet controlled border framework. Thus, the high coding of *Actor Dynamics* can be understood in the context of the need to integrate different functions within a single operational space. On the other hand, the high Technical Capacity (90) and Regulatory Mandates (88) in *Policy Implementation Governance* show that policy implementation is closely related to the ability to translate legal mandates into administrative actions. This is in line with Law No. 23 of 2006 and Law No. 24 of 2013, which places the authority of organizers, implementing agencies, population data and documents, as well as the population administration system, as an

important part of the implementation of population administration (Muhimah, 2022; Zeinudin & Santoso, 2021).

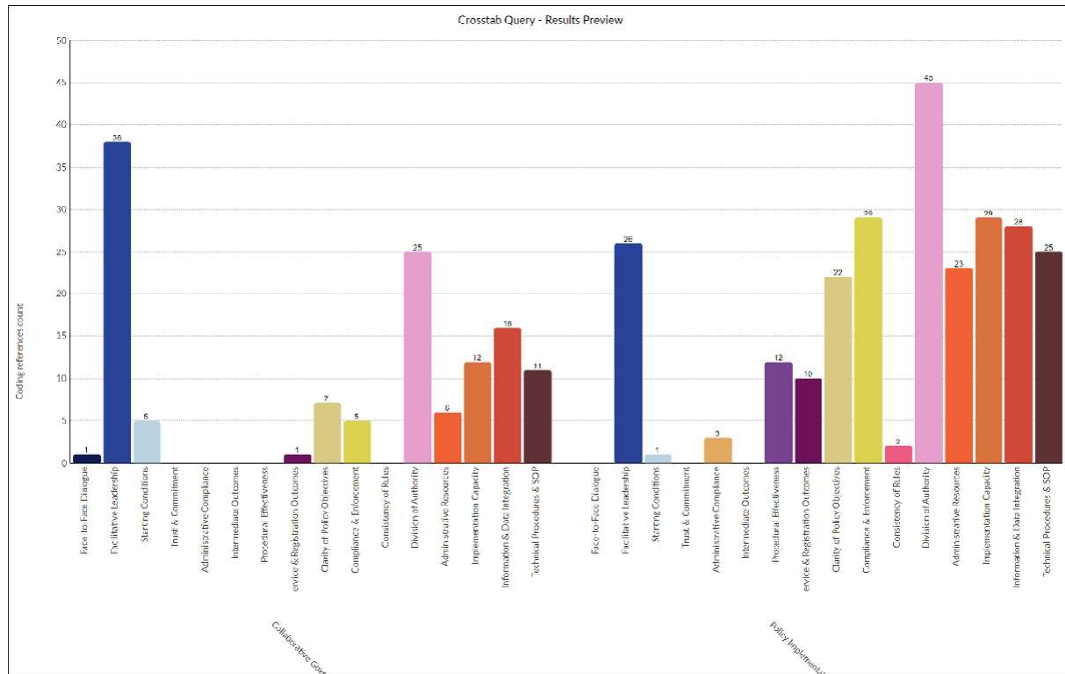


Figure 7. Crosstab Query – Child Nodes

At the *child node level*, the pattern in the Collaborative Governance framework shows the dominance of Facilitative Leadership (38), then Division of Authority (25), Information & Data Integration (16), Implementation Capacity (12), Trust & Commitment (7), and Starting Conditions (5). The high *level of Facilitative Leadership* relative to other collaborative themes indicates that coordination in the context of Entikong is not only related to the presence of actors but also to the ability to direct relationships among actors and connect different functions. These findings are consistent with the governance character of Tebedu–Entikong, which requires cross-agency coordination to maintain regional connectivity as well as border control functions (Anuar & Raharjo, 2022).

Meanwhile, in Policy Implementation Governance, Division of Authority is the theme with the highest coding (45), followed by Compliance & Enforcement (29), Implementation Capacity (29), Information & Data Integration (28), Facilitative Leadership (26), Technical Procedures & SOPs (25), Administrative Resources (23), and Clarity of Policy Objectives (22). The concentration of coding on the division of authority shows that institutional configuration is an important issue in implementation. This finding has a strong normative basis because Law No. 24 of 2013 explicitly regulates the authority of Ministers, governors, regents/mayors, as well as the obligations of implementing agencies in the implementation of population administration (Sumiati & Lestari, 2020). In the context of the border, the structure of authority

interacts with the immigration regime and the management of border areas, so that enforcement does not occur within a single organizational chain. The literature on Indonesia and Malaysia also shows that the institutional conditions and domestic environment of each country influence the results of border control (Lee, 2022).

The position of Information & Data Integration is also quite prominent (28 in *Policy Implementation Governance* and 16 in *Collaborative Governance*). Its appearance in both frameworks shows that data is a meeting point between administrative capacity and institutional coordination. Normatively, Indonesia's population administration does include population data and documents as well as population administration information systems (Law No. 23 of 2006), while changes through Law No. 24 of 2013 strengthen aspects of population data and the implementation of administration based on information technology (Sumiati & Lestari, 2020; Zevanya et al., 2025). In this context, the emergence of *Information & Data Integration* is not understood solely as a technological issue, but as part of an administrative capacity to generate identities that can be verified and used consistently.

The pattern of Compliance & Enforcement (29) and Implementation Capacity (29), which are in the same position, is also important. Both show that implementation does not stop at the drafting of rules but rather concerns the ability of institutions to carry out obligations, follow procedures, and conduct supervisory actions. This is relevant to the character of border bureaucracy, which, according to (Infantino, 2023), It is a location where the state implements administrative requirements to regulate movement, determine identity and status, and translate policies through daily interactions at the point of implementation.

One thing needs to be emphasized in reading the Policy Outcomes (1) figure in the *Collaborative Governance* framework. This value indicates the frequency of coding occurrences in the research matrix, not a measure that policy outcomes are only "one" or that policy performance is low. On the contrary, the number indicates that the data sources connected to the framework contain more discussion of collaborative processes and relationships than of outcomes. This distinction is important so that NVivo results are not interpreted beyond what is actually measured by *coding frequency*.

The NVivo results pattern shows that population administration enforcement in PLBN Entikong is primarily centered on authority, implementation capacity, facilitative leadership, data integration, compliance, and procedures. The dominance of Technical Capacity (90) and Regulatory Mandates (88) in *Policy Implementation Governance*, as well as Actor Dynamics (43) and Facilitative Leadership (38) in *Collaborative Governance*, shows that implementation takes place through two interrelated domains: the ability of institutions to translate policy mandates and the ability of actors to coordinate implementation across jurisdictions. This pattern is in accordance with the character of Indonesia-Malaysia border management, which is not only oriented towards control, but also towards the facilitation of mobility and regional integration (Anuar & Raharjo, 2022). These findings provide the empirical

basis for further discussion of how regulatory structures, technical capacity, and actor dynamics translate Law No. 23 of 2006 into enforcement practices in PLBN Entikong.

Regulatory and Technical Foundations of Administrative Enforcement

The enforcement of population administration in PLBN Entikong is a matter of the relationship between *regulatory mandates* and *technical capacity*. Regulatory mandates establish rights, obligations, authorities, and procedures, while technical capacity determines institutions' ability to translate them into registration, examination, verification, data management, and service delivery. In the framework (Mazmanian & Sabatier, 1983), implementation is influenced not only by the clarity of objectives but also by the legal structure's ability to regulate authority and create conditions for implementation. This is relevant because population administration, immigration, and border management have intersecting authorities.

Normatively, Law No. 23 of 2006 jo. Law No. 24 of 2013, particularly Article 24, links cross-border documents to the obligation to register residents, so that legal identity, registration, and cross-border mobility are within a single administrative series. However, its implementation is hampered by a division of authority, as the functions of registration, document checking, identity verification, and mobility supervision are spread across the Disdukcapil, Immigration, BNPP, and related institutions. Therefore, the problem is not just the division of formal authority, but also the ability of various institutions to maintain continuity of functions and information within a single administrative process.

The *dimensions of compliance and enforcement* include obligations, inspections, supervision, prohibitions, sanctions, and procedural compliance. Thus, enforcement does not stop at the existence of norms, but at the ability to implement them to ensure legality and regularity of mobility. Meanwhile, *technical capacity* includes administrative resources, *technical procedures & SOPs*, information and data integration, and implementation capacity. All four determine whether the regulatory mandate can be applied consistently.

Information & Data Integration is strategically positioned because border identification, validation, and verification depend on data connectivity. SIAK and SIMKIM, along with the process of data recording, validation, verification, exchange, and integration, are part of the enforcement infrastructure. Thus, data integration is not just a matter of technology but of institutional capacity at the intersection of population and immigration administration. On the other hand, SOPs translate legal provisions into concrete work stages, while the resources and capacity of the apparatus allow these procedures to be carried out. The findings of the study show that *regulatory mandates* and *technical capacity* are interdependent. Clarity of authority requires procedures and resources; inspection requires verifiable data. Meanwhile, data integration requires clear institutional rules and relationships. Therefore, *the implementation gap* in Entikong is better understood as a gap between the normative structure and the operational capacity to integrate it.

In Mazmanian and Sabatier's perspective, these findings confirm that the statute's ability to structure implementation includes clarity of authority, interagency relationships, resources, and executive capacity. *Administrative enforcement*, therefore, becomes a turning point between regulatory mandates and technical capacity: not just the application of sanctions, but the ability to ensure identity, registration, examination, verification, service, and supervision run as a single administrative series. This *meso-level* position connects the rule of law with *population governance* and *border governance*.

Collaborative Dynamics and Policy Outcomes of Administrative Enforcement

The enforcement of population administration in PLBN Entikong occurs within an institutional environment with fragmented authority, so regulations and technical capacity require a collaborative mechanism. In the framework (Ansell & Gash, 2008), Collaboration is influenced by *starting conditions*, *face-to-face dialogue*, *trust and commitment*, and *facilitative leadership*. The mobility conditions of the Entikong community related to trade, work, family, and socio-cultural activities mean that implementation does not rely enough on hierarchical relationships but requires inter-sector connectivity.

In this context, *facilitative leadership* plays a role in connecting distributed authority. The government and BNPP serve as coordinators, facilitators, and integrators without assuming sectoral authority. Disdukcapil, Immigration, local governments, BNPP, and related actors continue to carry out their respective mandates but need to manage interdependencies among authorities so that registration, inspection, supervision, and services are not interrupted at organizational boundaries. Therefore, collaboration does not remove *the division of authority*, but integrates its implementation.

The collaborative dimension also determines *information & data integration*. SIAK, SIMKIM, validation, verification, and data exchange depend not only on technological compatibility but also on institutions' ability to share and use information in a connected process. *Face-to-face dialogue*, trust, and commitment are the conditions for coordinating and exchanging information, not the final goal of implementation (Ansell & Gash, 2008).

These dynamics are reflected in *policy outcomes*, including data availability, registration, inspection, service, supervision, compliance, and procedural effectiveness. *Service and registration outcomes* reflect the quality of service and registration, while procedural effectiveness encompasses the accuracy of inspections, the regularity of crossings, and the speed of service. These outcomes are not formed automatically, but through coordination, information exchange, procedures, and implementation capacity. In this process, *administrative enforcement* serves as a mechanism that converts interactions among actors into administrative actions.

This finding complements (Mazmanian & Sabatier, 1983), If the framework explains the role of regulatory structure and capacity in shaping implementation, then Collaborative

Governance explains how interdependent actors operationalize it. Thus, Mazmanian–Sabatier functions as *the statutory backbone*, while Ansell–Gash serves as the collaborative mechanism for explaining *administrative enforcement* in PLBN Entikong.

Administrative Enforcement as a Meso-Level Mechanism of Border Population Governance

The findings of the study show that *administrative enforcement* in PLBN Entikong is not just the implementation of rules or the imposition of sanctions, but a meso-level mechanism that translates regulatory mandates and technical capacity into administrative actions through inter-stakeholder interaction. This position emphasizes that population administration is part of the state's capacity to manage mobility and borders.

Regulatory mandates provide a normative foundation through objectives, authorities, obligations, inspections, and supervision. Article 24 of Law No. 23 of 2006, for example, connects cross-border documents to population registration obligations, thereby establishing a link among legal identity, registration, and mobility. However, legal mandates do not automatically result in integrated implementation. *Technical capacity* enables the mandate to be operationalized through resources, SOPs, information management, SIAK-SIMKIM integration, validation and verification, data exchange, and apparatus capacity. Actor dynamics bridge the relationship between the two. Implementation involves actors with different authorities, information, and resources, thus requiring dialogue, coordination, commitment, and *facilitative leadership*. The government and BNPP play a role in connecting sectoral authorities without taking over the functions of each institution. Thus, collaboration serves as a mechanism that unites the regulatory foundation and technical capacity, according to Mazmanian-Sabatier's position, with the statutory backbone and Collaborative Governance as the *collaborative mechanics*.

Through this process, *administrative enforcement* changes rules and capacities to registration, identity verification, document checks, services, supervision, and information management. The results are reflected in *policy outcomes* in the form of regularity of registration, inspection, service, compliance, and effectiveness of procedures. These outcomes show the extent to which regulations, capacity, and dynamics of actors are successfully translated into administrative practices. On a broader level, this process strengthens *border population governance*. Population administration functions not only as a civil service, but as an administrative infrastructure that allows the state to maintain the connectedness of identity, registration, and population mobility as part of the border management capacity.

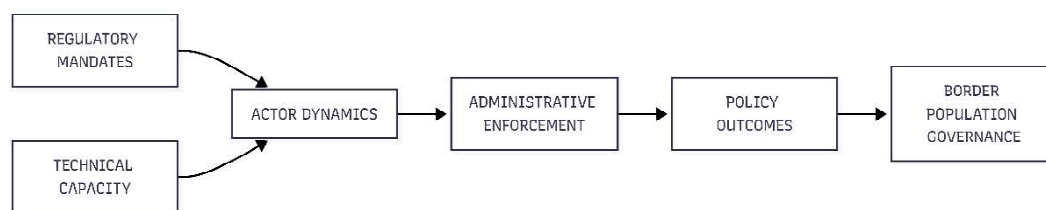


Figure 8. Administrative Enforcement Mechanism in Border Population Governance

Thus, the research model places Regulatory Mandates and Technical Capacity as the foundation, Actor Dynamics as a liaison mechanism, Administrative Enforcement as a conversion process, and Policy Outcomes as administrative consequences that contribute to Border Population Governance. This configuration explains why the existence of regulations and technical capacity alone is not enough: both require a coordinating mechanism to be translated into administrative action. The position of *administrative enforcement* as a *meso-level mechanism* is therefore the main conceptual contribution of the research in explaining the relationship between the implementation of population administration and population governance in border areas.

CONCLUSION

This study shows that the implementation of population administration in PLBN Entikong is a process that connects regulatory mandates, technical capacity, inter-sector dynamics, and policy outcomes. Normatively, Law Number 23 of 2006 as amended through Law Number 24 of 2013, especially Article 24, connects cross-border documents with population registration obligations. However, the existence of these mandates has not automatically resulted in integrated implementation. The findings show that Regulatory Mandates and Technical Capacity are the foundation of implementation. Clarity of rules, division of authority, compliance, administrative resources, SOPs, information integration, and implementation capacity determine the ability of institutions to translate policies into administrative actions. In the framework of Mazmanian and Sabatier, these conditions show that the effectiveness of implementation is influenced not only by policy design, but also by the capacity to implement it.

Furthermore, Actor Dynamics becomes a connecting mechanism between regulation and capacity in practice. Coordination, dialogue, commitment, and facilitative leadership allow authorities and resources spread among Disdukcapil, Immigration, BNPP, local governments, and related actors to work in a more integrated manner. The perspective of Collaborative Governance complements the implementation approach by explaining the importance of inter-agency relationships in the process. Thus, this study places administrative enforcement as a meso-level mechanism that connects population governance and border governance. Enforcement not only includes compliance, but also registration, identity

verification, document checking, services, and information management. The process produces outcomes in the form of administrative order and strengthening of governance of populations that carry out cross-border mobility.

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