

Inter-Agency Coordination in Border Governance: Policy Implementation at Yetetkun State Border Post, Indonesia–Papua New Guinea

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Abstract: This study aims to analyze the implementation of Presidential Regulation Number 44 of 2017 through cross-agency coordination at the Yetetkun Cross-Border Post (PLBN), Boven Digoel Regency, South Papua Province. PLBN Yetetkun has a strategic position as a service and supervision hub for the Indonesia-Papua New Guinea cross-border, involving various agencies with different functions and authorities. This study uses a qualitative approach with a case study design. Data were obtained through in-depth interviews, observations, and documentation of PLBN managers, technical agencies, local governments, and border communities. Data analysis used the interactive model of Miles, Huberman, and Saldaña, which includes data condensation, data presentation, and drawing and verifying conclusions. The main analysis used the Edwards III policy implementation model, which includes communication, resources, disposition, and bureaucratic structure. The results show that cross-agency coordination at PLBN Yetetkun has been running through operational communication, information exchange, division of tasks, and the implementation of relatively clear service procedures. Commitment of implementers and harmonious working relationships are supporting factors for implementation. However, obstacles remain, including limited personnel, unstable communication networks, limited facilities, geographical conditions, the absence of permanent police personnel, and suboptimal formal coordination. The study concluded that the effectiveness of policy implementation at the Yetetkun PLBN depends heavily on the ability to integrate communication, resources, implementer commitment, and institutional structure into ongoing operational coordination.

Keywords: Policy Implementation, Inter-Agency Coordination, Yetetkun PLBN, Border Governance, Border Area Management.

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1. INTRODUCTION

Border areas are strategic areas related not only to national sovereignty and security, but also to population mobility, trade, public services, and social and economic development. Therefore, their management requires integrated policies and coordination between institutions with different authorities. In Indonesia, border area management is based, among other things, on Law Number 43 of 2008 concerning State Territory and Presidential Regulation Number 44 of 2017 concerning the National Border Management Agency (Republic of Indonesia, 2008, 2017). In practice, the National Cross-Border Post (PLBN) is a crucial node in the provision of cross-border services because it brings together various government functions within a single area. This complexity makes inter-institutional coordination and integration crucial

elements in border governance (Brunet-Jailly, 2022; Krüger *et al.*, 2026).

This situation is evident at the Yetetkun Border Post (PLBN) in Boven Digoel Regency, South Papua Province, which lies on the Indonesia-Papua New Guinea border. Service delivery in this area involves the PLBN and various technical agencies, including immigration, customs, quarantine, and security. Differences in duties, authorities, procedures, and capacities between agencies make coordination a key requirement in implementing border management policies. Coordination issues relate not only to formal relationships between organizations but also to how information is conveyed, resources are made available, implementer commitment is built, and tasks are consistently divided. Therefore, the effectiveness of

PLBN management must be assessed in terms of the ability of various agencies to translate policies into coordinated actions.

Several studies have addressed governance and coordination in border management from various perspectives. Arifin and Nurkumalawati (2021) discuss the integration of immigration and customs functions in Indonesia, while Rusdiono *et al.*, (2024) highlight governance issues in border area management in Entikong. In the Indonesia–Papua New Guinea region, Pakasi *et al.*, (2024) highlight the importance of community empowerment in border governance. Other studies emphasize that cross-border cooperation is influenced by differences in resources, institutional capacity, and collaboration dynamics (da Rosa *et al.*, 2024; Meier, 2021; Wagner, 2021). Research on collaboration in PLBN management also demonstrates the increasing importance of multi-stakeholder involvement in strengthening border governance (Pujiyono & Yuniasih, 2026; Sabam *et al.*, 2026).

However, the literature still places a greater emphasis on institutional integration, governance, community empowerment, or collaboration. Studies specifically explaining how border management policies are implemented through cross-agency coordination at the Yetetkun PLBN are still limited. However, the presence of multiple agencies within a single service area does not automatically guarantee effective coordination. Further explanation is needed regarding how communication, resources, implementer disposition, and bureaucratic structure influence coordination within a border context with its specific geographic, institutional, and social characteristics.

In an effort to fill the identified research gap, this study uses Edwards III's (1980) policy implementation model as the primary analytical framework, emphasizing four dimensions: communication, resources, disposition, and bureaucratic structure. This framework is combined with a border governance perspective to understand the complexity of inter-institutional relationships and a collaborative governance perspective to explain the processes of cooperation, commitment, and collective action between actors (Ansell & Gash, 2008; Emerson *et al.*, 2012). This approach allows for analysis not only of the existence of formal policies and structures, but also of the coordination processes that occur in practice when various agencies exercise their respective authorities within a single PLBN area.

Based on this background, this study aims to analyze the implementation of Presidential Regulation Number 44 of 2017 through cross-agency coordination at the Yetetkun PLBN in Boven Digoel Regency, using the four dimensions of Edwards III as the main analytical framework, and to identify factors that support and hinder its implementation. This study is expected to

provide empirical contributions to the study of public policy implementation and border governance, particularly in understanding how inter-agency coordination is built and implemented in the Indonesia–Papua New Guinea border area.

2. LITERATURE REVIEW

2.1 Public Policy Implementation

Policy implementation is the process of translating policy decisions into actions taken by implementers to achieve predetermined goals. Edwards III (1980) explains that the success of policy implementation is influenced by four main variables: communication, resources, disposition, and bureaucratic structure. Communication relates to the clear and consistent delivery of policies to implementers. Resources include the personnel, information, authority, facilities, and budget required to implement policies. Disposition relates to the commitment and willingness of implementers, while bureaucratic structure relates to the division of tasks, procedures, and work mechanisms within the organization.

These four variables become relevant when policies are implemented in an environment involving multiple organizations with different authorities. Studies on policy implementation in border areas also show that successful policy implementation is influenced by the ability of implementing actors to translate policies into practice according to local institutional and environmental conditions (Mirza & Aisyah, 2020). In border management, the integration of immigration, customs, and other service functions requires a coordination mechanism to ensure that each authority operates in harmony (Arifin & Nurkumalawati, 2021). Therefore, the Edwards III model is used as the primary basis for analyzing how border management policies are implemented through cross-agency coordination at the Yetetkun PLBN.

2.2 Cross-Agency Coordination in Border Governance

Border management is a multidimensional process encompassing sovereignty, security, mobility of people and goods, public services, and regional development. This complexity means that border management cannot be carried out by a single institution alone, but rather requires coordination and cooperation between organizations with different functions and authorities (Brunet-Jailly, 2022). From a border governance perspective, inter-institutional relationships and the ability to integrate diverse interests are crucial elements in border area management. Management of State Cross-Border Posts (PLBN) is not only related to cross-border services and supervision, but also encompasses the development dimension and economic activities of border communities. Iba *et al.*, (2026) demonstrate that PLBN management can be viewed as part of a public policy instrument related to economic development in border areas.

The effectiveness of coordination in border management is also influenced by the capacity and availability of resources within each institution. Nge's (2022) research at the Aruk PLBN showed that policy implementation in the border area faces obstacles such as limited health workers, supporting facilities, and inter-agency coordination. In the context of cross-border cooperation networks, da Rosa *et al.*, (2024) showed that resource imbalances and the duration of collaboration can influence the dynamics of relationships between actors. Therefore, border management requires a mechanism capable of integrating the functions of various institutions through information exchange and division of responsibilities, as emphasized in the integrated border management approach (Meier, 2021; Wagner, 2021). In the Indonesian context, issues of coordination and governance are also a concern in border area management, including the Entikong area and the Indonesia–Papua New Guinea border (Rusdiono *et al.*, 2024; Pakasi *et al.*, 2024).

2.3 Collaborative Governance in Border Management

Collaborative Governance provides a perspective for understanding the process of cooperation between government actors and other actors in achieving common goals. Ansell and Gash (2008) explain that collaboration is built through dialogue, trust, commitment to the process, and shared understanding. Emerson *et al.*, (2012) expand on this understanding by emphasizing the importance of shared motivation and the capacity for collective action.

This perspective is relevant to the management of the PLBN because cross-border service delivery brings together various agencies with different functions and authorities within a single integrated service area. Studies on border management in Indonesia also demonstrate the importance of multi-stakeholder collaboration in strengthening border governance (Pujiyono & Yuniasih, 2026; Sabam *et al.*, 2026). In this study, Collaborative Governance is not used as the primary theory, but rather as a supporting perspective to explain how communication, cooperation, commitment, and synergy between institutions can strengthen policy implementation at the Yetetkun PLBN.

2.4 Conceptual Framework

Based on a literature review, this study views the implementation of border management policies as a process that occurs through interactions between institutions in the implementation of the PLBN function. Presidential Regulation Number 44 of 2017 serves as the basis for border management policies, while the Edwards III implementation model serves as the primary

analytical framework, encompassing four dimensions: communication, resources, disposition, and bureaucratic structure. These four dimensions are used to analyze how policies are implemented and how these conditions affect cross-agency coordination at the Yetetkun PLBN.

In this study, cross-agency coordination is understood as a process formed through formal authority relationships as well as interactions and cooperation between institutions in carrying out tasks. The border governance perspective is used to understand the complexity of border management involving various institutions and interests, while Collaborative Governance is used as a supporting perspective to explain the process of communication, cooperation, commitment, and collective action between implementers. Thus, the research conceptual framework places policy implementation as the primary focus of analysis and cross-agency coordination as the context of its implementation in the management of the Yetetkun PLBN. The relationship between the policy basis, implementation dimensions, and cross-agency coordination is formulated in the conceptual framework as presented in Figure 1.

3. METHOD

3.1 Research Design

This research uses a qualitative approach with a case study design. This approach was chosen to gain an in-depth understanding of the implementation of Presidential Regulation Number 44 of 2017 through cross-agency coordination in the management of the Yetetkun PLBN. The case study design allows for a contextual study of the phenomenon, taking into account inter-agency interactions, operational coordination mechanisms, and conditions influencing policy implementation in the Indonesia–Papua New Guinea border area. The research location is at the Yetetkun PLBN, Boven Digoel Regency, South Papua Province. The analysis focuses on policy implementation based on the four dimensions of the Edwards III model: communication, resources, disposition, and bureaucratic structure.

3.2 Data Sources and Informants

The research data consists of primary and secondary data. Primary data were obtained through interviews with parties with knowledge, experience, and direct involvement in policy implementation and cross-agency coordination at the Yetetkun PLBN. Informants were selected purposively based on the relevance of their positions and involvement to the research focus. Based on source documents, there were 11 informants grouped into nine informant codes, as presented in Table 1.

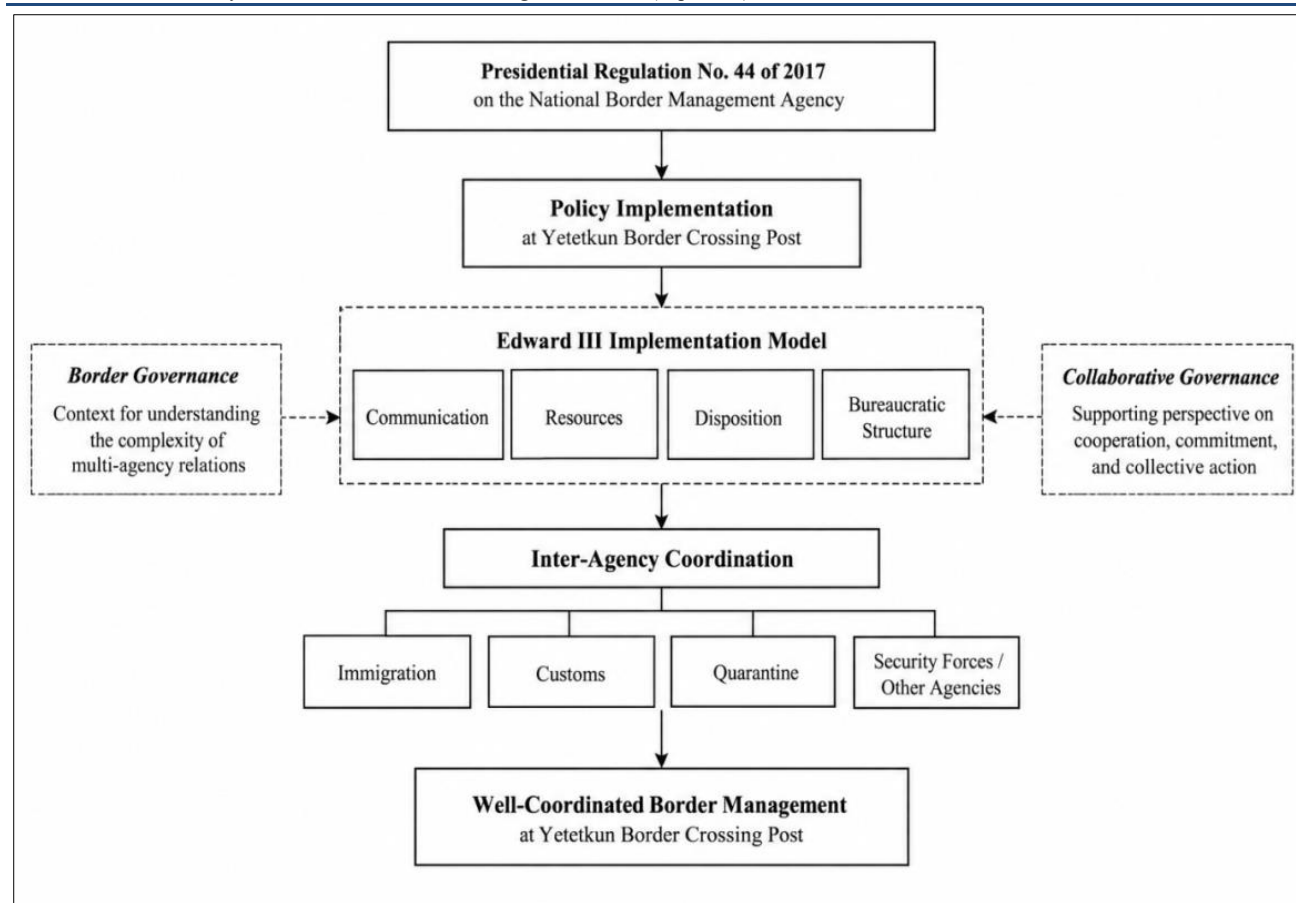


Figure 1: Conceptual Framework of Inter-Agency Coordination in Border Management at Yetetkun Border Crossing Post

Source: Author's own elaboration based on Edwards III (1980), Ansell and Gash (2008), Emerson *et al.*, (2012), and Brunet-Jailly (2022).

Table 1: Research Informants

Informant Code	Informant Category	Information Focus
I-01	Head of PLBN Yetetkun	Policy implementation, cross-agency coordination, operational policies, as well as supporting and inhibiting factors
I-02	PLBN Officer/Subcoordinator	Operational coordination, implementation of SOPs, inter-agency communication, and problem solving
I-03	Immigration Officer	Immigration services, coordination with PLBN and other agencies, and implementation constraints
I-04	Customs and Excise Officer	Supervision of goods traffic, cross-agency coordination, and implementation obstacles
I-05	Indonesian Quarantine Agency Officer	Quarantine services, operational coordination, resources, and implementation constraints
I-06	Commander of the TNI Post/Representative of the Border Security Task Force	Regional security, synergy between agencies, and implementation of security tasks
I-07	Boven Digoel Regency Government	Synchronization of central and regional programs, development coordination, and local government support
I-08	Border Community Figures	Public perception, benefits of PLBN, policy impacts, service barriers, and public expectations
I-09	Border Crossers	Service experience, ease of procedures, and quality of service coordination

Source: Primary research data, 2026.

Secondary data was obtained from laws and regulations, BNPP policy documents, Yetetkun PLBN Standard Operating Procedures (SOPs), activity and service reports, coordination meeting documents, traffic statistics, and organizational and human resource documents. Secondary data was used to supplement and verify the information obtained from the primary data.

3.3 Data Collection Technique

Data collection was conducted through semi-structured interviews, non-participatory observation, and documentation. Interviews were used to obtain information on policy implementation, coordination patterns, inter-agency communication, resource support, task execution, and supporting and inhibiting factors.

Observations were conducted on cross-border service activities, inspection of people and goods, inter-agency communication and coordination, utilization of facilities and infrastructure, and implementation of standard operating procedures (SOPs). Documentation was conducted through a review of regulations, policy documents, SOPs, activity reports, and minutes of coordination meetings. These three techniques were used in a complementary manner to obtain and verify research data.

3.4 Data Analysis Techniques

Data were analyzed using the interactive model of Miles, Huberman, and Saldaña (2014), which includes data condensation, data presentation, and drawing and verifying conclusions. Data from interviews, observations, and documentation were condensed, coded, and grouped based on Edwards III's four dimensions: communication, resources, disposition, and bureaucratic structure. The coding process was used to identify and group information based on themes relevant to the research focus (Saldaña, 2021). The data were then presented thematically to identify coordination patterns and factors supporting and inhibiting policy implementation.

3.5 Data Validity

Data validity was achieved through source triangulation, technical triangulation, time triangulation, and member checking. Source triangulation was conducted by comparing information from various groups of informants. Technical triangulation was conducted by comparing the results of interviews, observations, and documentation, while time triangulation was used to assess the consistency of information across time points. Member checking was conducted by reconfirming the information and interpretation of the interview results with the relevant informants.

4. RESULTS

4.1 Communication in Policy Implementation

The research results indicate that inter-agency communication at the Yetetkun PLBN takes place

through direct communication, digital communication groups, and formal coordination meetings. Information exchanged relates to cross-border services, security conditions, crosser data, and operational issues. Coordination meetings are held periodically, and incidental coordination is conducted when conditions require joint handling. This finding is supported by the statement of Informant I-06:

"Communication between the Indonesian National Armed Forces (TNI), the PLBN (National Border Security Post), and the CIQS agency is running smoothly through routine coordination. Security information is exchanged quickly if there is a potential disturbance in the border area."(I-06, interview).

At the operational level, communication also occurs before and during the service process. Information regarding policies and service developments is conveyed through direct communication, coordination groups, and regular meetings. However, limitations in internet networks and telecommunications signals still hinder the rapid exchange of information in certain situations. Thus, inter-agency communication has been ongoing routinely and supports service delivery, but limited communication infrastructure remains a barrier in situations requiring rapid information delivery.

4.2 Resources in Policy Implementation

The research results indicate that cross-border services are supported by human resources from several agencies, namely Immigration, Customs and Excise, the Indonesian Quarantine Agency, and the Indonesian National Armed Forces (TNI). Based on the research data, there are six Immigration personnel, one Customs and Excise personnel, three Indonesian Quarantine Agency personnel, and approximately 20 TNI personnel. At the time of the research, no Indonesian National Police (POLRI) personnel were permanently stationed at the Yetetkun PLBN.

In terms of facilities, the PLBN already has service and inspection rooms, as well as other supporting facilities. However, several operational facilities still require development. An informant from the Indonesian National Armed Forces (TNI) explained:

"The current number of personnel is sufficient to support security duties in the Yetetkun PLBN area. However, improvements to several operational facilities are still needed to ensure optimal implementation, especially given the challenging geographic conditions of the border region."(I-06, interview).

Immigration officials also indicated that personnel are sufficient for normal service conditions, but additional personnel are needed if cross-border activity increases. Furthermore, the service system utilizes technology, but its effectiveness is significantly

affected by the quality of the internet connection. These findings indicate that available resources have enabled service and coordination to continue, but limitations remain in the number of personnel, certain facilities, communication networks, and capacity-building support.

4.3 Disposition of the Executor

The research results show that the disposition of the implementers supports policy implementation and cross-agency coordination at the Yetetkun PLBN. Implementers demonstrate commitment to their duties and service objectives, understand their respective authorities, and are willing to collaborate in addressing issues that arise during service delivery and supervision. This attitude is reflected in a harmonious working relationship while respecting the authority of each agency.

These findings were reinforced by the results of an interview with Informant I-06 (TNI Representative), who said:

"Communication between the Indonesian National Armed Forces (TNI), the PLBN (National Border Security Post), and the CIQS agency is running smoothly through routine coordination. Security information is exchanged quickly if there is a potential disturbance in the border area."(I-06, interview).

This statement demonstrates that the implementers' commitment extends not only to the execution of their duties according to their functions, but also to their willingness to maintain coordination and support the execution of other agencies' duties when necessary. In addition to commitment, the dispositional dimension is also evident in the implementers' responsiveness and responsibility in addressing operational issues. Implementers respond to issues through direct communication and cross-agency coordination, while implementing their duties adhering to SOPs and their respective authorities. This demonstrates that the implementers' disposition is a factor supporting the continuity of coordination at the Yetetkun PLBN, particularly when resolving a problem requires the involvement of more than one agency.

4.4 Bureaucratic Structure

The research results show that the division of duties and authority between agencies at the Yetetkun PLBN has been regulated through SOPs and their respective work mechanisms. The PLBN serves as the regional coordinator, while technical agencies carry out their respective functions according to their authority. In cross-border services, inspections are carried out sequentially by Immigration, Customs and Excise, the Indonesian Quarantine Agency (BKI) when necessary,

and the Indonesian National Armed Forces (TNI) for security purposes. Informant I-06 explained:

"In carrying out duties in the Yetetkun PLBN area, each agency has clearly defined duties and responsibilities in accordance with their respective SOPs. Continuous coordination ensures that any obstacles encountered in the field can be resolved promptly without disrupting public services."(I-06, interview).

This statement was supported by informants from the quarantine sector, who stated that the division of tasks is clear, according to respective authorities, preventing overlapping tasks, and that the existing structure supports inter-agency coordination. However, formal coordination through quarterly meetings remains limited when operational issues require a more rapid response. Therefore, day-to-day issues are also largely resolved through informal inter-agency communication.

4.5 Supporting and Inhibiting Factors

Based on the overall findings, several factors supported policy implementation, including staff commitment, effective communication, clear division of tasks, the existence of standard operating procedures (SOPs), and the availability of service facilities. Direct communication, WhatsApp groups, and coordination meetings facilitated information exchange and operational problem resolution.

Conversely, inhibiting factors identified include limited telecommunications networks, limited personnel in some agencies, the lack of permanent Indonesian National Police personnel, limited facilities, geographic conditions, and limited frequency of formal coordination. Network limitations can lead to information delays, while limited personnel increase the workload when cross-border activity increases.

Overall, the research results indicate that the implementation of Presidential Regulation No. 44 of 2017 through cross-agency coordination at the Yetetkun PLBN has been quite successful, but not yet fully optimal. Coordination continues due to communication, commitment from implementers, a clear division of tasks, and established work mechanisms. However, limited resources, communication infrastructure, geographic conditions, and the intensity of formal coordination remain issues that need to be strengthened.

Based on the overall results of interviews, observations, and documentation, several findings were found that describe the state of policy implementation at the Yetetkun PLBN in terms of communication, resources, disposition, and bureaucratic structure. These findings are then summarized based on the supporting factors and constraints encountered during policy implementation, as presented in Table 2.

Table 2: Summary of Policy Implementation Findings at Yetetkun PLBN

Dimensions	Key Findings	Supporting Factors	Obstacles Encountered
Communication	Coordination is carried out through direct communication, communication groups, and cross-agency meetings.	Routine communication and exchange of information between agencies	The internet network and telecommunications signals are not yet stable so that in certain conditions information may be late.
Resource	The service is supported by Immigration, Customs and Excise personnel, the Indonesian Quarantine Agency, the TNI, and available service facilities.	Availability of personnel, basic service facilities, and service technology support	The number of personnel in several agencies is limited, some facilities still need to be developed, and there are no permanent POLRI personnel.
Disposition	The implementer demonstrates commitment, understanding of the task, and cooperation in the implementation of services and supervision.	Commitment to tasks and willingness to coordinate	No dominant dispositional barriers were found; implementation constraints were more related to resources, geography, and communication.
Bureaucratic Structure	The division of tasks and authority between agencies is clear and supported by SOPs.	Clarity of duties, SOPs, and functions of PLBN as regional coordinator	The frequency of formal coordination still needs to be increased because regular meetings are held every four months.

Source: Research results, 2026.

5. DISCUSSION

5.1 Communication and Policy Implementation

Research findings show that communication at the Yetetkun PLBN serves not only as a medium for conveying information but also as a mechanism linking the actions of various agencies in implementing cross-border services. This situation demonstrates that coordination can occur because information regarding service needs, security, and operational issues can be passed on to the relevant authorized actors. Thus, communication is crucial for maintaining continuity of implementation when policy implementation involves multiple organizations with different functions.

Within Edwards III's (1980) framework, these conditions relate to three elements of communication: transmission, clarity, and consistency. This finding aligns with Arifin and Nurkumalawati (2021), who place inter-agency integration as a crucial aspect of border management, and Yeo (2022), who explains that border management requires inter-agency collaboration because authority is distributed across multiple organizations. However, Yetetkun's context demonstrates that communication effectiveness also depends on geographic conditions and telecommunications infrastructure, so network limitations can impact response speed even when communication mechanisms are in place.

These findings contribute by demonstrating that communication in the implementation of border policies needs to be understood as an operational integration capacity, not simply a process of conveying policy messages. In remote and complex environments, formal mechanisms need to be complemented by operational communication that can respond quickly to field needs. Therefore, strengthening communication at the PLBN

involves not only refining coordination procedures but also enhancing communication infrastructure support to ensure sustainable inter-agency working relationships.

5.2 Resource Capacity and Inter-Agency Coordination

Research findings indicate that the resource capacity of inter-institutions at the Yetetkun PLBN is not fully balanced. Differences in personnel numbers and facility requirements mean that each agency's ability to carry out service and oversight functions varies. This is crucial because cross-border services are interdependent processes, so limitations in one area can impact the overall process, even if other agencies have more adequate capacity.

Edwards III (1980) identified resources as a key prerequisite for implementation, as policies require personnel, facilities, information, and operational capacity to translate into action. This finding aligns with da Rosa *et al.*, (2024), who demonstrated that resource asymmetry can influence the dynamics of cross-border collaboration. This finding also aligns with Meier (2021) and Wagner (2021), who emphasize the importance of institutional capacity in supporting integrated border management. In the Yetetkun case, inter-agency coordination was able to partially mitigate the impact of resource constraints, but coordination mechanisms could not fully compensate for the lack of personnel or facilities.

Therefore, the resource issue at the Yetetkun PLBN is more accurately viewed as a coordination system capacity issue, rather than simply a lack of resources within a specific organization. As the service load increases, agencies with limited capacity have the potential to become weak points, impacting the overall

process. This research's contribution is to demonstrate that border capacity building needs to be designed in an integrated manner based on inter-agency interdependence, so that additional personnel, facility development, and technological support can be directed toward overall coordination needs.

5.3 Implementers' Disposition and Collaborative Practice

Research findings demonstrate that the commitment of implementers is one of the elements that maintains the continuity of coordination in less than ideal operational conditions. The attitude of carrying out tasks according to authority, understanding responsibilities, and working together when facing problems demonstrates that successful implementation does not depend entirely on formal instruments. In a multi-agency context, the willingness of implementers to adapt actions and coordinate is a factor that allows policies to continue to be implemented when problems on the ground cannot be resolved by a single organization.

According to Edwards III (1980), disposition relates to the implementer's attitude, commitment, and willingness to implement a policy. This finding is related to Ansell and Gash (2008), specifically regarding commitment to the process, trust-building, and shared understanding as elements that support collaborative processes. Emerson *et al.*, (2012) also emphasize that collaborative capacity is built through shared motivation and the ability of actors to take collective action. However, research in Yetetkun shows that collaborative practices do not primarily rely on formal forums, but are also formed through interactions and problem-solving in daily operational activities.

Thus, implementer disposition can be understood as coordinative capital that strengthens inter-agency relationships at the implementation level. Strong commitment helps bridge procedural and resource constraints, but its sustainability still requires institutional support to avoid relying solely on individual initiatives. The contribution of this research is to demonstrate that the quality of border policy implementation is determined not only by policy design and organizational capacity, but also by the implementer's ability to establish consistent collaborative practices in carrying out their respective functions.

5.4 Bureaucratic Structure and the Coordinating Role of PLBN

Research findings indicate that clear division of authority and the existence of standard operating procedures (SOPs) allow various agencies to carry out their sectoral functions within a single service chain. This demonstrates that the involvement of multiple organizations does not necessarily result in fragmentation that hinders implementation. When authority boundaries are clear and coordination

mechanisms link these functions, differences in organizational structures can be integrated into a more integrated service process.

From Edwards III's (1980) perspective, bureaucratic structures provide procedures and mechanisms that guide policy implementation. This finding aligns with Ansell and Gash (2008), who emphasize the importance of role clarity in collaboration processes, and Pakasi *et al.*, (2024), who point to the importance of cross-actor governance in border management. Krüger *et al.*, (2026) also place institutional arrangements and inter-actor connectivity as crucial elements of border governance. In Yetetkun's context, the position of the PLBN is crucial because it provides a point of coordination that allows sectoral authority to be maintained while simultaneously being directed toward the same service objectives.

This research's contribution is to demonstrate that PLBNs can function as institutional integration nodes, not merely as cross-border service locations. This role helps manage organizational fragmentation by connecting different agencies through coordination, standard operating procedures (SOPs), and task allocation. However, formal structures still require adaptive coordination mechanisms, as operational needs cannot always await formal forums. Therefore, the effectiveness of bureaucratic structures in border areas lies in their ability to combine clear rules with flexible coordination.

5.5 Integrated Interpretation and Contribution

When these four dimensions are understood collectively, research findings indicate that policy implementation at the Yetetkun PLBN is shaped by an interdependent relationship between communication, resources, disposition, and bureaucratic structure. Communication connects actors, resources provide the capacity to act, disposition maintains the willingness to cooperate, and structure provides boundaries of authority and work procedures. Therefore, the strengths of one dimension can help mitigate the weaknesses of another, but not completely replace them.

This interpretation reinforces the views of Brunet-Jailly (2022) and Yeo (2022) that border management is an arena characterized by interdependence and the involvement of many organizations. This finding also relates to Pujiyono and Yuniasih (2026) and Sabam *et al.*, (2026), who demonstrated the importance of multi-stakeholder collaboration in strengthening border management. However, this study places a different emphasis on policy implementation, placing the primary focus of analysis, while cross-agency coordination is used to explain how policies are translated into practice at the operational level.

The primary contribution of this research lies in understanding that the effectiveness of policy implementation in border areas depends not only on compliance with regulations, but also on the ability to integrate various authorities into a truly operational coordination mechanism. By linking Edwards III with the perspectives of border governance and collaborative governance, this research demonstrates that PLBNs can act as a bridge between national policy design and cross-agency practices at the local level. This perspective provides a basis for understanding that strengthening border management needs to be directed at integrating capacity, coordination, and authority, rather than simply strengthening one organization in isolation.

6. CONCLUSION

This study shows that the implementation of Presidential Regulation Number 44 of 2017 at the Yetetkun PLBN has been quite effective through cross-agency coordination, although several conditions remain that limit its optimal implementation. Based on the four dimensions of Edwards III, effective implementation is supported by ongoing inter-agency communication, implementer commitment, clear division of authority, and the existence of SOPs and service facilities. On the other hand, limited human resources, communication infrastructure, geographical conditions, and the need to strengthen formal coordination remain challenges in policy implementation.

The research findings also indicate that the effectiveness of implementation in border areas is determined not only by the capacity of each agency, but also by the ability of various authorities to work in an integrated manner. In this context, the Yetetkun PLBN plays a crucial role as a coordination node that connects the service, oversight, and security functions of various agencies without diminishing their respective sectoral authorities. These findings reinforce the use of Edwards III in analyzing policy implementation and demonstrate the importance of border governance and collaborative governance perspectives in understanding interorganizational relationships in the implementation of border policies.

Practically, strengthening policy implementation at the Yetetkun PLBN needs to be directed at increasing the capacity of personnel and facilities, strengthening telecommunications infrastructure, increasing the intensity of cross-agency coordination, and strengthening work mechanisms that adapt to geographic conditions and the dynamics of border services. Thus, the primary contribution of this research is demonstrating that successful policy implementation in border areas depends on the ability to integrate communication, resources, implementer commitment, and institutional structures into sustainable operational coordination.

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