

The Pattern of Multilevel Coordination National Border Management Agency (Nbma) In Border Management Effectively in Indonesia

Rusdiyanta¹, Bambang Pujiyono²

Abstract

The purpose of this study is to describe the pattern of vertical and horizontal coordination of the National Border Management Agency (NBMA) and efforts to increase the effectiveness of the coordination of the NBMA. This research uses a qualitative approach with an analytical descriptive type. The research locations are NBMA and Province/ District BMA. Primary and secondary data collection in the period 2019 – 2023. The data collection technique by library research and interviews. Informants were determined purposively from elements of the central government, the provincial government, and the district government. The research focus is coordination vertically and horizontally, supporting factors, efforts to increase coordination effectiveness, and multilevel coordination models. The results of this research illustrate that NBMA coordination in border management includes coordination in determining program policies, budget requirements, and implementation coordination, such as monitoring and evaluation. Some causes of weak coordination are authority, ego sector, geographical, communication, mindset, policy, and institutional factors. Institutionally, from central to local, each institution coordinates horizontally, resulting in the complexity of vertical coordination between agencies. This condition has an impact on NBMA's performance in managing the border. For border management to achieve its goals, good coordination is required. Efforts to increase the effectiveness of NBMA coordination are carried out through regulatory reform, reengineering, interdependence systems, and strong political support. The multilevel institutional coordination pattern is a novelty in this research and can be implemented for coordination effectively.

Keywords: *coordination pattern; border management; effectivity; NBMA.*

Introduction

Problems faced by border areas, in general, can be grouped into two, namely territorial problems and problems of management systems and relations between countries (Muta'ali et al, 2013). Territorial problems are problems that arise and exist in land border areas as a result of geographical position, natural resource potential, and human resource potential. Meanwhile, management problems are related to policy and institutional aspects in the management of land border areas. Management problems include the position of border managers who are still weak, the absence of border management systems, policies, and instruments, the unavailability of a comprehensive planning system both sectoral and spatial, policy partiality, namely management policies are widely spread across ministries and agencies, resulting in weak coordination, integration, synergy, and synchronization problems (CISS). In line with that Sumarsono (2012), argued that managerial issues in the management of state boundaries and border areas are centered on institutional issues, development approaches, and the integrity of human resources. These problems are the unclear border management authority; partial, ad hoc, not integrated, less directed, and not measurable; and low affirmative action from related sectors.

Border management coordination includes two dimensions, namely domestic and international dimensions. (Aniszewski, 2010). This research focuses on inter-agency domestic coordination. The problem of coordinating border management is not only a classic problem for the central government but is also experienced by regional governments. Coordination activities determine the success of the organization, so good coordination is needed. The main problem in border management is the coordination of Ministries/Institutions (M/I), the government's political will, policy performance, and organization and management. (Moeldoko, 2014). Of these various problems, the lack of program coordination and integration by NBMA is the main root of the problem in the ineffectiveness of border management. Based on his research, the coordination of ministries/agencies is ranked first as the main problem of border

¹ Faculty of Social Science and Global Studies of Universitas Budi Luhur, Jakarta; rusdiyanta@budiluhur.ac.id.

² Faculty of Social Science and Global Studies of Universitas Budi Luhur, Jakarta; rusdiyanta@budiluhur.ac.id.

management. NBMA has not succeeded in coordinating border management optimally due to several factors. Factors that contribute to the border management coordination process are authority, communication, leadership, and control (Sidiq, 2012). NBMA does not have the authority to force NBMA members to obey, which is a separate problem. While Jannah & Suhirman (2016) in their research concluded that the division of tasks for border management between NBMA organizations is clear, coordination between NBMA member organizations is still weak because the position of NBMA is under the Ministry of Home Affairs while its function is as coordinator of sectoral ministries. Moreover, the stipulation of Law No. 23 of 2014 concentrates on the management of the area by the central government. The research question is how is multilevel coordination in the management of border areas. The purpose of this study is to describe a coordination patterns, and factors related to coordination effectiveness, and provide solutions to increase coordination effectiveness in managing border areas.

Literature Review

Typology Coordination

One of the important factors of organizational success is coordination. Coordination is the process of unifying or synchronizing all management units, roles, tasks, and efforts. (Bouckaert et al., 2010). Coordination discusses the correspondence between the actions and decisions of interdependent actors to achieve certain goals (Koop & Lodge, 2014). Coordination is the process of integrating goals and activities in separate units (departments or functional areas) of an organization to achieve organizational goals (Handoko, 2011). Coordination is the art of working together harmoniously, or the ability to create a harmonious atmosphere at work. (Malone & Crowston, 1994, 2001; Malone, 1988). According to him, four components need to be managed properly in a coordination activity, namely objectives, activities, actors, and dependencies. The coordinating function in management is related to planning, organizing, and executing. There are two types of coordination, namely internal coordination and external coordination. Internal coordination includes vertical, horizontal, and diagonal coordination. While external coordination includes functional coordination and is only horizontal and diagonal. Inter-organizational or external coordination as the ability to manage inter-organizational collaboration and relationships, which can take a variety of forms including inter-organizational teams, partnerships, alliances, and networks (Kapucu, 2005). So, discussions about coordination can be as a process or as an output (Christensen et al., 2019).

Identification of the form of coordination that occurs can be done by observing the three dimensions that make up the Inside Outside Circle (IOC) including 1) coordination tasks or division of tasks between organizations, namely tasks related to coordination such as the exchange of information (including the establishment of an information system within the IOC structure formed), operational, managerial, administrative and anticipatory coordination. 2) interdependence type or interdependence between organizations, can be seen from the relationship between organizations through the programs and activities carried out and the cooperation formed. 3) inter-organizational networks or networks between organizations can be seen from the various forms of communication that occur between organizations. (Alexander, 2007)

In line with that, Bouckaert et al. (2010) divided the coordination typology into three groups. First, hierarchical-type coordination (hierarchy-type mechanisms/HTM) refers to a set of coordination mechanisms based on authority and domination. They involve setting goals and rules, allocating tasks and responsibilities, and establishing direct lines of control. Management instruments (such as procedural rules, top-down planning systems, or input-oriented traditional financial management systems and structural instruments (such as organizational mergers, coordination functions, direct control lines, and accountability) can be used. Second, network-type coordination type of mechanisms/NTM). Coordination of this type is based on a relationship of mutual dependence and mutual trust. This type of coordination works well when there is the same knowledge, values, or norms that have been mutually agreed upon, and there is a joint strategy. With this knowledge, values and norms, and strategies, cooperation between organizations is spontaneous or automatic Third, coordination of market-type mechanisms (MTM)

Coordination between market actors and the government can be intended to make the market (supply and demand) encourage coordination and competition between organizations.

Coordination in the context of border management is multilevel coordination between central, provincial, and district governments. coordination between agencies, agencies, and units in carrying out certain tasks related to the development of border areas so that they complement each other, help each other, and complement each other so that integration, synchronization, and synergy occur.

Methodology

Research Context and Sample

This research uses a qualitative approach with a descriptive-analytical research type. This research seeks to uncover, understand, and analyze the phenomena that occur, which in turn provides a clearer understanding of the phenomenon under study. The research locations are in NBMA and Province/District BMA. Primary and secondary data collection in the period 2019 – 2023. The data collection technique was carried out using library research and interviews. Informants were determined purposively from elements of the central government, the provincial government, and the district government. Primary data was collected by in-depth interviews with key informants from the NMBA and Province/District BMA. Meanwhile, secondary data was obtained from various trusted sources such as NMBA, Central Statistics Agency, and official government websites. Data analysis was carried out using a linear and hierarchical approach, with the following data analysis steps: (Creswell & Creswell, 2018); (1) process and prepare data for analysis; (2) read all data; (3) analyze in more detail by coding the data; (4) consider detailed instructions that can help the coding process; (5) apply the coding process to describe the settings, people, categories, and themes to be analyzed; (6) indicate the descriptions and themes that will be restated in the qualitative report; (7) interpret the data or make sense of the data.

NBMA Coordination Pattern in Border Management

Management is a management activity that includes planning, organizing, implementing, supervising, and controlling. Broadly speaking, border management has a scope of handling that includes two strategic objectives, namely (1) management of boundaries between countries, and (2) Management of Border Areas. By Law No.43/2008 concerning State Territory, the design of the management of the state border is an illustration of how the management of state borders and the development of border areas. This design includes 4 (four) components, namely the determination of program policies, determination of budget requirements plans, implementation coordination, and evaluation and supervision (Grand Design, 2011).

In coordinating the determination of program policies, NBMA prepared many border management documents, namely first, the preparation of the Grand Design for the Management of State Boundaries and Border Areas for 2011-2025. Second, the preparation of the Master Plan for the Management of State Boundaries and Border Areas for 2011-2014 and 2015-2019. Third, Formulation of an Action Plan for the Management of State Boundaries and Border Areas every year. Regional development program policies for the 2015-2019 year are carried out with a strategy of formulating and establishing policies, programs, and regulations related to (a) infrastructure development, (b) spatial and regional planning, (c) economic growth, and (d) improvement of basic social services and the quality of human resources in the land border area. Meanwhile, in the Master Plan for border and border area development 2020-2024, there are 7 (seven) agendas, namely strengthening economic resilience, regional development, increasing human resources, mental revolution and cultural development, strengthening infrastructure, environmental development, and increasing political, legal and political stability. defense, security and transformation of public services.

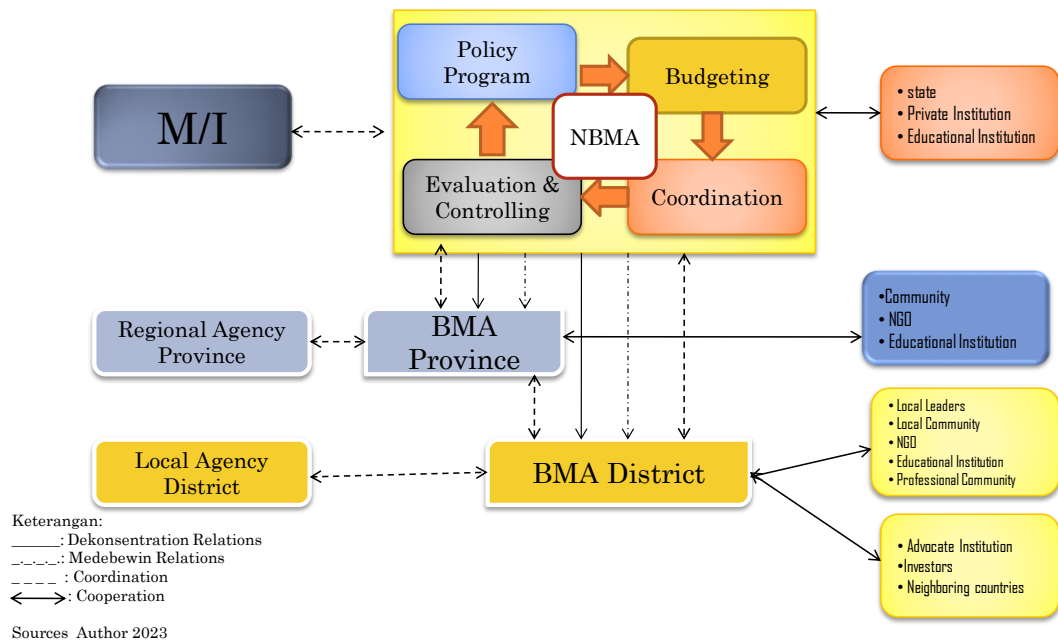
In the context of determining budget requirements, synergistic coordination between NBMA and Ministries and Institutions (M/I) and stakeholders, compiling budget requirements for implementing priority scale border development/annual action plans for border management. The plan for border management budget requirements is prepared based on the total needs of all border management programs, which are formulated in an action plan and mutually agreed upon by the mechanism for planning and discussing the

current year's budget. Plans for budget requirements that become sectoral authorities are formulated by each M/I in coordination with NBMA. Planning for cross-sectoral budget needs and filling in gaps in programs that are not handled by the sector but are needed, NBMA has to formulate, facilitate, and coordinate. Meanwhile, funding for border management programs and activities between the APBN and APBD is determined by following the pattern of division of central and regional financial authority.

Coordinating the implementation of border management is carried out based on the master plan and action plan for the current year by the guidelines set by NBMA. Increased coordination is carried out with a strategy of facilitating and coordinating the implementation of (a) infrastructure development, (b) spatial planning, (c) efforts to increase economic growth, and (d) efforts to improve basic services and the quality of human resources in land border areas. Programs that have been agreed upon and outlined in the master plan are implemented by each work unit of the Ministry/Institution responsible for the program. For example, the program to accelerate the provision of basic infrastructure is implemented by the Ministry of Transportation, the Secretariat regulation of NBMA, the Ministry of Public Works and Public Housing, and the Ministry of Villages, Development of Disadvantaged Regions, and Transmigration. Planning coordination is carried out by the Ministry of National Development Planning (MNDP), while implementation coordination is carried out by NBMA and the Coordinating Minister.

The evaluation component is carried out in an integrated manner, supported by intensive monitoring to find out progress and obstacles in the implementation of programs and activities of M/I. Evaluations are held on an annual and five-yearly basis. Apart from periodic evaluations, part-time evaluations can be carried out with special objectives as needed. See Figure 1.

FIGURE 1. NBMA COORDINATION PATTERN IN INDONESIA BORDER MANAGEMENT



From the picture above it can be understood that NBMA coordination is horizontal with ministries/non-ministerial agencies as well as cooperation with other countries, investors, NGOs, and universities. Meanwhile, NBMA coordinates vertically with Province/District BMA. In addition, NBMA gives some authority to Province/District BMA within the framework of de-concentration and co-administration. The

conditions mentioned above are normative or ideal because the facts show that NBMA coordination in border management is still weak.

Obstacles to Border Management Coordination

The issue of coordination should not be interpreted simply as a purely technical activity, but rather as a political activity involving other actors who have a direct interest in a policy. Coordination also involves the prestige or prestige of each bureaucratic institution so that successful coordination will show and build a prestige hierarchy among these bureaucratic institutions. (Arifin, 2013). Likewise, when the NBMA was formed, various political interests emerged, such as border budgeting politics.

NBMA coordination with its members experiences a dilemma or coordination dilemma. Horizontally, all members of the NMBA are ministries and non-ministerial institutions and have execution authority. Vertical coordination of the NMBA with the Province/District BMA because they are part of the regional government which must be subject to their respective regional heads. Diagonally, coordination must also be carried out between ministries and non-ministerial institutions at different levels. Different actors may interact horizontally, vertically, and may interact diagonally as different types of actors cross the horizontal/vertical divide.

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According to Haposan (2012), several possibilities for coordination between border management stakeholders are less harmonious due to the following: first, the geography of our country's border areas is generally far from the center of state government so human government actors at the central and regional levels lack psychological ties. Second, from the relational aspect, there is no feeling of intimacy and attachment, because there is no love vibration or psychological bond. Third, the mindset of border managers who still see that at the border there are many problems at the local, regional and national levels. Fourth, the policy aspect is where the sub-district government has no authority and is involved in formulating its planning and budgeting. Likewise, district-based budgets are not known, unless delegated by the Regent/Mayor. In fact, according to Law No. 43/2008 concerning State Territory article 1 paragraph 6 states that the Border is part of the territory of the country which is located on the inside along the border of Indonesia's territory with other countries, in the case of State Territory Boundaries on land, the border area is in the sub-district. Fifth, the institutional aspect, namely the Head of NBMA who holds the position of Minister of Home Affairs (ex officio) is very difficult to coordinate with the members of 27 ministries/agencies and 15 governors who have borders. If using the analysis of HTM Bouckaert et al (2010), where the authority of the NBMA is very limited in authority and there is no control line of the Head of NBMA/Ministry of Home Affairs (ex officio) towards ministries/institutions that are at the same level in setting programs, budgets, implementation as well as monitoring and evaluation.

In addition to these obstacles, the ego-sectoral issues of each ministry and agency are also important factors. Each ministry/agency already has its main tasks and functions so that they prioritize the programs and activities that have been planned. According to informan (Saidi, 2023), efforts to fight for programs and activities for the benefit of each agency have become a bureaucratic culture at all levels of government and are difficult to share. Competition between ministries and the priority of each task and function cannot be avoided. The NBMA's limited authority means that the NBMA has less freedom to move around. Therefore, equalizing perceptions, unifying steps and policies must be based on the grand design of border and border area management.

Conditions like this are a form of organizational fragmentation (Winarno, 2012). The symptoms are marked by the existence of responsibility for a policy area that is spread among several organizations. Meanwhile, the existing institutions conflict with each other to maintain their functions and oppose attempts to enable them to coordinate policies with the institutions implementing related programs. This is due to concerns about the lack of special access they have for officials or changing priorities of programs and activities. Organizational fragmentation also causes narrow views of bureaucratic institutions. This has led to two main consequences that are detrimental to successful implementation, namely first that no one will end policy implementation by carrying out certain functions because responsibility for a particular area of policy is fragmented, and second, narrow views will also hinder change. (Arifin, 2013).

According to Sidiq (2012), there are 4 (four) important factors that contribute to the process of coordinating the management of border areas. These four factors are interrelated and cannot be separated, namely authority, communication, leadership, and control. Concerning authority, no matter how much authority is given, without independent institutional strengthening, the process of coordinating border management will not run well. Three aspects of the institution, namely the working apparatus, space facilities, equipment and materials, as well as other facilities to operate the institution, and operational funds for institutional activities have an important role.

Relations and communication between public institutions are often based on formal and rigid legal aspects, so often the behavior of bureaucrats who have higher positions/classes/ranks is reluctant to attend coordination meetings if those who invite them are in lower positions/classes/ranks. This bureaucratic disease still occurs so it becomes an obstacle to coordination. The leader's authority and intimacy with M/I leaders also contributed to the effectiveness of coordination.

NBMA Coordination Effectiveness Improvement

Management coordination has not been integrated and unified. The reality on the ground shows that each institution still uses an ego-sectoral approach (Master Plan, 2015). The lack of coordination in the implementation of the program resulted in the realization being partial or even not working, overlapping, or creating vacancies (Hairullah, 2023; Saidi, 2023). There are clear signs of organizational fragmentation (Winarno, 2012). NBMA as the coordinator of Ministries/Institutions has a strategic role to improve the coordination of the implementation of border management. Integrated coordination is expected to accelerate the realization of a management system for state boundaries and the development of border areas. To resolve weak coordination, it is necessary to strengthen coordination between stakeholders. Strengthening the horizontal coordination mechanism is carried out between NBMA members and between NBMA members and related sectors (M/I) besides that vertical coordination between NBMA and BMA Province/District.

For NBMA coordination to run effectively and efficiently, the steps that can be taken are as follows:

First, regulatory reform or legal policy strengthens the authority of the NBMA as a coordinating institution (a kind of special border NMDP) so that it can carry out its coordinating function properly. (Arifin, 2013). NBMA uses these organizational instruments as legitimacy for NBMA to distribute tasks to each M/I and the governor. In addition, NBMA requires strong leadership so the consequence is that the Head of NBMA should preferably be held by the Vice President or the Coordinating Minister. By the type of coordination (hierarchy-type mechanisms/HTM) and coordination task, authority and domination of NBMA are needed as a coordinator so that it has the power to distribute tasks to ministries/agencies in border management. (Alexander in Bouckaert et al., 2010). Increasing the authority of the NBMA means that the NBMA has a bigger mandate, according to the State Service Commission, (2008) it is called the dimension of the mandate. If the development of borders and border areas becomes a problem that "extraordinary" requires an "extraordinary" organization with adequate authority (Saidi, 2019). These regulations serve as NBMA instruments in inter-agency coordination mechanisms, strengthen inter-agency coordination networks between NBMA and M/I or BMA Province/District, mechanisms for sharing resources between institutions, mechanisms for cooperation with the private sector and the community, mechanisms for and

access to sources of funds and other than APBN/D, and technical guidelines for Minimum Service Standards.

Second, a government organization can carry out reengineering, namely changing work patterns and organizational structures that make it possible to act as executors (executors) of development programs within certain areas (border area), not always relying on function but following a process that can cross functional boundaries. (Champy, 2009). In this context, the NBMA is given a limited expansion of authority as an implementer or implementation function based on the following principles: a) the implementation function that complements the coordination function of the NBMA still has linkages with the development programs outlined by in the RPJMN through the establishment of master plans and action plans; b) Implementation of annual programs that are part of program agreements that receive national development priorities; c) It is a residual program implementation; in the sense that the implications of setting the development program as a development priority in border areas, then if there is no technical/sectoral Government Agency implementing it (including budgeting the financing), then NBMA can take over its implementation; d) The principle of temporary, meaning as the implementation of a temporary program; if the relevant technical/sectoral agency is ready to implement it, the implementation of the program can be transferred to the next stage; e) The principle of pioneering or complementary programs (Saidi, 2019) is by implementing priority programs that have never been implemented by other technical/sectoral agencies. Because many programs overlap, but on the other hand there are gaps or neglect. To avoid these things, complementary programs are needed; f) the principle of capability, namely technically supported by the resource capacity of the NBMA apparatus, both internally and with support from technical/sectoral agency apparatus.

Third, building an interdependence system between border management agencies. The relationship of interdependence refers to a mutualistic cooperative relationship and feels fortunate in this interaction. All stakeholders must feel like an integral part of management so that they are not fragmented in various views, priorities, planning, implementation, evaluation, and various kinds of actions. With a feeling of interdependence, it will encourage action integration, energy integration, and collective action. Conditions where there is a relationship of interdependence, mutual trust, mutual agreement, the same views, values, and norms as well as shared strategies are categorized as system dimensions and are called interdependence types or network-type mechanisms /NTM (Bouckaert et al., 2010). This is not only done for ministries/agencies and governors, but also cooperation between NBMA and other countries, investors, educational institutions, domestic and foreign NGOs, and the community according to the principles of good governance. All institutions should be an integral part of the border management system. If there is one part that does not carry out its main duties and functions, it can disrupt the overall border management. The ego sectoral of each M/I must be reduced and merged in a joint consensus to build borders.

Fourth, coordination is not merely a matter of management but also a matter of politics so that the political will and commitment of all stakeholders, both central and local governments, determine the effectiveness of coordination and cooperation. (Doyle, 2010; Guo, 2005, 2015). Political support can be in the form of affirmative policies, budget politics, regulations, and so on. Long-term political commitment and support as political representation at the top level is a requirement for the border management regime, in addition to the capability of the domestic government structure and the mobilization of multidisciplinary experts.

Conclusions

Based on the analysis of NBMA coordination in border management, it can be concluded that the coordination of border management carried out by NBMA has not been effective. This is burdened by several factors such as the geographical location of the border which is still largely isolated and far from the district and provincial capitals, the lack of communication and emotional ties between managers and border communities, the mindset of a bureaucracy that has not served and resolved border issues, weak authority NBMA, institutional and ego-sectoral factors of each NBMA member. Therefore, to increase the effectiveness of NBMA coordination, the efforts that need to be made are first, regulatory reform or political law which gives greater authority to NBMA to increase the level of compliance; second,

reengineering, namely carrying out the work pattern and organizational structure of NBMA so that it can execute programs that are deemed urgent and exceed its function, creating interdependence between organizations so that there are common views, priorities, and collective activities. Equally important is the political will and commitment of the central and regional governments to border management.

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