

Development Of Distric Institutions In The Entikong State Border Area, Indonesia

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Received: Oct 20, 2022

Revised : Nov 25, 2022

Accepted: Nov 30, 2022

Available Online: Des 17, 2022

Abstract

Districts on the state border are an important element in state sovereignty, because borders are one of the most important manifestations of territorial sovereignty. Limitations of the tasks and functions of district government institutions at the state border can hinder the development and development of border areas. This study aims to examine the development of district government institutions in the border areas of the country. This study uses a qualitative descriptive method that involves important efforts in data collection, such as conducting interviews with government officials involved with the institutional development of the Entikong district, and Sanggau district officials, the relevant central government, to collect specific data regarding the institutional development of districts on national borders. To analyze the institutional development of the Entikong District government through the concept of Di Maggio and Powell combined with regulations regarding Regional Government. The results of the study revealed that the implementation of district institutions in the Entikong Border Area in governance illustrates the existence of different work norms, tasks and functions, thus requiring different structures and support of resources through the development of districts to become small-town managers. The tasks and functions of the ministries and district government agencies are integrated into the district institutional structure so that they can build and empower district governments and communities on state borders.

Keywords: Institutional Development; District; Government; State Borders.

DOI: <https://doi.org/10.33701/jtp.v14i2.2917>

Abstrak

Wilayah perbatasan negara merupakan unsur penting dalam kedaulatan negara, karena perbatasan merupakan salah satu perwujudan kedaulatan wilayah yang sangat penting. Keterbatasan tugas dan fungsi lembaga pemerintahan Kecamatan di perbatasan negara dapat menghambat pembangunan dan pengembangan kawasan perbatasan. Kajian ini bertujuan untuk mengkaji perkembangan kelembagaan pemerintahan Kecamatan di wilayah perbatasan negara. Penelitian ini menggunakan metode deskriptif kualitatif yang melibatkan upaya penting dalam pengumpulan data, seperti melakukan wawancara dengan pejabat pemerintah yang terlibat dalam pengembangan kelembagaan Kecamatan Entikong, yaitu pejabat kabupaten Sanggau, pemerintah pusat terkait, guna mengumpulkan data spesifik mengenai pengembangan kelembagaan Kecamatan di perbatasan negara. Untuk menganalisis perkembangan kelembagaan pemerintahan Kecamatan Entikong melalui konsep Di Maggio dan Powell dipadukan dengan peraturan tentang Pemerintahan Daerah. Hasil penelitian mengungkapkan bahwa implementasi kelembagaan kecamatan di Kawasan Perbatasan Entikong dalam penyelenggaraan pemerintahan menggambarkan adanya norma kerja, tugas dan fungsi yang berbeda, sehingga membutuhkan struktur dan dukungan sumber daya yang berbeda melalui pengembangan kecamatan untuk menjadi pengelola kota kecil. Tugas dan fungsi kementerian dan lembaga pemerintah kabupaten diintegrasikan ke dalam struktur kelembagaan Kecamatan sehingga dapat membangun dan memberdayakan pemerintah Kecamatan dan masyarakat di wilayah perbatasan negara.

Kata kunci: Pengembangan Kelembagaan; Kecamatan; Pemerintahan; Perbatasan negara.

INTRODUCTION

Indonesia is a country consisting of large islands and small islands in which there are different tribes, races and religions. This difference is framed by *Bhinneka Tunggal Ika* which is woven into a unitary state. The Unitary State of the Republic of Indonesia seeks to fulfill and reach government services to all elements of society, by forming eight provinces at the beginning of independence until now there are 38. The division of regions within Indonesia's territory is carried out through granting autonomy to each region (Ropii, 2015) in order to develop its area in accordance with regional conditions and capabilities.

Within the regency and city areas there are districts which consist of districts and villages. A district or what is referred to by another name is a part of

a district/city area led by a district head. As part of the territory of the regency or city area, the district plays a role in fostering and supervising the administration of governance in the sub-district and Village. The District Heads is the head of the district office who is responsible for a working area and its contents, in the form of people and all their activities.

Districts in border areas of the country are different from the classification of districts in general (Setiawan, 2020), because the organizational structure and work procedures of districts in border areas as well as the requirements and procedures for appointing district heads are stipulated in a ministerial regulation after receiving consideration from the minister in charge of government affairs

DOI: <https://doi.org/10.33701/jtp.v14i2.2917>

in the field of utilization of the state apparatus.

The organizational structure, work procedures and procedures for appointing district heads in districts in the border areas of the country are not based on population size, area, and number of villages/ sub-district as the district classification is in accordance with the Law of the Republic of Indonesia Article 223, but because district heads in border areas have several tasks and functions related to regional apparatus in neighboring countries that are not contained in these regulations.

Districts on the state border are an important element in state sovereignty, because borders are one of the most important manifestations of territorial sovereignty. Insofar as the border is expressly recognized by treaty or generally recognized without a firm statement, then the border is part of a state's right to its territory. (Arifin, 2014).

The approach in handling borders in Indonesia still uses a security approach and is centralized in nature ((Fauzi, 2016). This is marked by the many security posts built along the border, especially on illegal routes that are often passed by residents of the two countries. Likewise, with the development of border areas which are only centered in district cities designed and managed by the central government.

Kalimantan Island is one of the islands in which there are three different countries, namely: Indonesia, Malaysia and Brunei ((kartawinata,

2014)) which also have a long history in terms of borders, as well as cultures clashing and mingling. Between the State of *Serawak* Malaysia and the Province of West Kalimantan Indonesia, there are several districts that have districts in the area bordering the state with the territory of the State of Malaysia including 2 (two) districts which include *Entikong* and *Sekayam* in *Sanggau* Regency (Madjid, & Setiawan, 2021).

In *Entikong* District there is a National Border Crossing Post which is a place for legal traffic of people and goods, however there are also 19 rat roads (illegal routes) in *Entikong* which are prone to be traversed without reporting (Tribunnews.com, 2019), which is 129.5 in length km (15%) of the total length of the 877 km border in West Kalimantan province.

Residents in border hamlets in *Entikong* District, such as in *Suruh Tembanwang* and *Pala Pasang* Village, prefer to sell agricultural and plantation products as well as handicrafts to neighboring villages in Malaysia which can be accessed by walking with a time of 30-60 minutes. Meanwhile, when heading to the center of *Entikong* District, they have to travel for 4 to 6 hours by using a small boat.

Another phenomenon, namely the development of the *Entikong* border area, is only enjoyed by the people around the district center and along the *Entikong-Sekayam* road. Services for community needs by the government are centralized in the area, but are divided into several independent central and regional agencies. Institutionally

and managerially, border management is still weak. There are no integrated systems, policies and instruments for managing national borders. A comprehensive planning system, both sectoral and spatial in nature, is not yet available. Partiality has occurred, where many border area management policies are spread across Ministries and Institutions. Weak coordination, integration, synergy and synchronization means that many ministries and technical sectoral institutions are not directly involved (ugm.ac.id, 2013).

The development of the border area that has been touted is still in the area of the National Cross-Border Post which is in the center of *Entikong* District, namely *Entikong* Village, while the development of villages along other border routes is still very minimal in terms of facilities and infrastructure, such as access to *Suruh Tembawang*, and *Pala Pasang* Village, which still has to use a motorized boat for several hours, while heading to the village in the territory of the State of Malaysia can walk just an hour. Likewise, to other villages that use dirt roads with quite heavy terrain, even worse during the rainy season.

The lack of access to road transportation to the villages in *Entikong* District (Ishaq, 2011) places a large burden of duties and responsibilities on the *Entikong* District Head at the border. Institutionally, *Entikong* District is the same as other districts in *Sanggau* Regency and other local governments. Meanwhile, to carry out heavy tasks at the state border, it

needs to be supported with more authority so that the governance carried out by the district head can support the upholding of the sovereignty of the Unitary State of the Republic of Indonesia.

Articles 361 and 362 of Law Number 23 of 2014 have provided a solution regarding district authorities and institutions in border areas of the country by providing a policy of special institutions for border districts. The central government has authority regarding the management and utilization of border areas, the establishment of detailed spatial plans, control and permits for spatial use, and the development of area facilities and infrastructure. The Governor as the representative of the Central Government coordinates the implementation of border area development assisted by the regents/mayors. In providing assistance for the implementation of the border area development, the Regent/Mayor may assign the District Heads in the border area.

The policy mandated by the regulation has not been implemented, so that district heads in border areas are burdened with heavy duties and responsibilities in administering government in border districts. Based on this, this study aims to analyze the institutional development of the Indonesian-Malaysian border districts in *Entikong*, West Kalimantan.

METHODS

This research uses descriptive qualitative research which involves

DOI: <https://doi.org/10.33701/jtp.v14i2.2917>

important efforts, such as asking questions and procedures, collecting specific data on district institutional development at national borders, and analyzing data inductively starting from specific themes to common themes, and interpreting the meaning of the data. In order to obtain clear information about the institutional development of districts in the border area of the country, the researcher collected data at the location of the district on the border of the Indonesia-Malaysia state, namely in *Entikong* District which is directly adjacent to *Tebedu*, a small town on the same level as a district in Malaysia.

Sources of data were taken through the determination of research subjects in a purposive way, namely the selection of subjects deliberately by researchers according to certain criteria and considerations of researchers. The criteria determined by the researcher are that the selected subjects are those who know better and can provide information related to research data. Collecting research data by focusing on information about work procedures, organizational structures, main functions, and arrangements for district officials in border areas obtained through interviews with district officials, regency officials, and central government officials. To analyze the institutional development of the *Entikong* District, it is seen based on the concept of Di Maggio and Powell (1983) and combined with the regulations of Law No. 23/2014 concerning Regional Government, namely Work Procedures,

Organizational Structure, Functions and Resources.

RESULTS AND DISCUSSION

Implementation of District Government Institutions in the Entikong Border Area

a. Work Norms for Administrative District in the *Entikong* Border Area

Based on the need for community services in the border areas of the state, the state through the regional government is present to provide government services to the community through its territorial apparatus in the districts. As district heads in border areas, *Entikong* District Heads have different work norms from district heads in general in areas that are not state borders. The *Entikong* District Head has other functions that are different from those of the district head in general.

In general, district heads have work norms as stated in Law Number 23 of 2014 concerning regional government which can be seen as follows:

- a) Work norms for the administration of general government affairs,
- b) Work norms of the District Leadership Communication Forum as a forum that supports the smooth implementation of general government affairs in the District
- c) District work norms and institutions in the border area of the country, this is related to the organization, work procedures, formation, classification, position and appointment of the district head, the district head's duties and budgeting.

DOI: <https://doi.org/10.33701/jtp.v14i2.2917>

d) Work norms governing the assignment of district heads in providing assistance for the implementation of border area development.

In Government Regulation Number 17 of 2018 concerning Districts, clause 12 states that district heads in border areas of the country whose territory is outside the state border crossing can assist with supervision in the fields of immigration, customs and quarantine assigned by ministries/non-ministerial government agencies related to regents/mayors. District heads in border areas of the state can be given certain authorities according to assignments from the Central Government in stages in the management and utilization of state border areas in accordance with statutory provisions.

Then in the elucidation of clause 12 of the government regulation, it states that what is meant by "assisting the supervision of the immigration sector" includes assisting the supervision of foreigners in the district area in the border area of the country. Meanwhile, what is meant by "assist in supervision in the quarantine sector" includes assisting in controlling the entry and exit of illegal carrier media. Then what is meant by "in stages" are assignments from the Central Government through governors as representatives of the Central Government and regents/mayors to district heads.

The existence of different work norms between districts in the State Border Area and districts in general

explains the difference in responsibilities between the two. In a normative view, in accordance with statutory regulations, districts in border areas have other functions, namely work norms as customs officials, immigration officials, and as regional apparatuses who maintain the unity and integrity of the Indonesian people.

b. District Government Organizational Structure in the *Entikong* Border Area.

As regent regional apparatus organization, the district head carries out some of the duties and functions of administering general government affairs, decentralized authority from the central government to regional governments, and tasks and functions delegated to the regent to carry out affairs that cannot be handled by related agencies in the district area.

Based on its structure, the district head is assisted by the secretary and several sections. The *Entikong* district office, which is classified according to Government Regulation number 18 of 2017, is included in the type B district, namely the secretary and 4 section heads. Referring to the government regulation, all border districts in Indonesia will be type B due to the limited number of villages and population, although they have different tasks and functions from other districts and have a special character according to the statutory regulations.

The conditions mentioned above caused the implementation of the district head's duties at the state border to be ambiguous. This was conveyed by the Secretary of the *Entikong* District, DOI: <https://doi.org/10.33701/jtp.v14i2.2917>

Mr. Kosmas Yul, that the district apparatus cannot carry out the functions stipulated in the laws and regulations, such as supervising the movement of residents from across the country if it is not accompanied by assignments from immigration, customs and the regent. Many border crossers, porters who cross the border are outside the State Cross Border Post Area, but that is outside the district authority.

The *Sanggau* Regent's assignment for the district head's in terms of borders has not yet existed, because there has been no directive from the central government. The organizational structure of the district in charge of border affairs cannot be established because until now there is no derivative law, so the *Sanggau* Regency Government cannot even organize it, despite the fact that the district head often carries out border-related activities including coordinating with Malaysian government officials to access village areas. Order *Tembawang*, and *Pala Pasang*. Border districts should not be suitable if based on the rules in PP 18 of 2016 concerning Regional Apparatuses because they have different tasks from the usual district heads.

Officials in the Regional Apparatus of *Sanggau* Regency who handle border issues also only have the level of supervisory positions so that coordination cannot be carried out optimally because the parties concerned in border management cover 16 KL within the central government. Based on what has been described

above, it can be explained that the organizational structure of *Entikong* district which is a district in the Border Area is type B at least in accordance with Government Regulation No. 18 of 2016, is not in accordance with the large scope of responsibilities at the state border, and there is no delegation affairs from the center to handle border-related activities such as monitoring the traffic of goods and people outside the State Cross Border Post area. While in daily life, the implementation of government affairs often coordinates with local government officials in Malaysia.

c. Main Duties and Functions of The District Heads In Administering The District Administration In The *Entikong* Border Area

The implementation of the duties of the *Entikong* district head in administering the district government can be seen based on Regional Regulation Number 8 of 2016 concerning the Formation and Composition of Regional Apparatuses which is explained in detail in *Sanggau* Regent Regulation Number 67 of 2016 concerning Position, Structure and Work Procedures of *Entikong* District, *Sanggau* Regency. Article 16 of the *Sanggau* Regent's Regulation states that the district has the task of carrying out general governmental tasks and carrying out the governmental authority delegated by the Regent to handle some regional autonomy affairs.

These tasks only reflect the duties and functions of districts which are like districts in general, and there are no tasks that border other countries. The district head at the State Border has DOI: <https://doi.org/10.33701/jtp.v14i2.2917>

duties mandated by law, namely as a State Border Area which is the outermost districts that are directly adjacent to other countries in accordance with article 361. Furthermore, in Government Regulation Number 17 of 2018 concerning districts, article 12 explains that:

- (1) The district head in the border area of the country whose territory is outside the cross-border post can assist in supervision in the fields of immigration, customs and quarantine assigned by the relevant ministry/non-ministerial government agency to the regent/mayor.
- (2) The district head in border areas of the state may be granted certain authorities in accordance with assignments from the Central Government in stages in the management and utilization of state border areas in accordance with the provisions of laws and regulations.

Based on the foregoing, the implementation of the duties of the *Entikong* District Head in administering the district government can be explained based on the implementation of general administration duties, implementation of attribution duties, co-administration duties and implementation of the task of delegating authority from the *Sanggau* Regent to *Entikong* District Head. However, in this case the implementation of assistance tasks has not been given to the *Entikong* District government.

In carrying out general government duties, there are

limitations to the authority of the District Head because there are no derivative regulations from Law Number 23 of 2014 concerning government regulations regarding general government affairs, there is a lack of budget support because it only comes from the Regional Revenue and Expenditure Budget, not from the State Revenue and Expenditure Budget according to the directives of the law.

The implementation of general government affairs by the *Entikong* District Head has carried out the authority of laws and regulations in various ways, although with various shortcomings. The district head as the regional head in the *Entikong* district as the implementation of general government duties cannot immediately coordinate the various central and regional agencies in the *Entikong* district because each has its own reporting line according to the main duties of the agency.

The task of the district head in border districts is very large compared to districts in general, while the support provided by the central government is very lacking, and is not yet in accordance with laws and regulations, there are still many implementations of laws and government regulations regarding border districts that have not been carried out properly. While the border district head sometimes carries out tasks for which there is no clear basis and sometimes does not have the courage to carry out his duties and functions due to unclear rules.

The activities of carrying out the duties of the *Entikong* district head on

the economy and development in the *Entikong* district are by empowering the community and coordinating trade activities in the *Entikong* border district area. Other activities to carry out the duties of the Entikong District Head are on the economy and development in the *Entikong* District, namely by empowering the community and coordinating trading activities in the *Entikong* border district area. The entry of goods from Malaysia in the border area is suspected of entering unofficially or illegally, some are through:

- 1) utilizing traditional routes (village/hamlet roads and illegal roads),
- 2) utilize porters who transport goods through the outer side wall of the Cross-border Post.
- 3) utilize Cross Border Permit Cards (*Siregar, 2017*),
- 4) pay the officers at the border, both officers from Indonesia and those from Malaysia (*Elyta et al, 2017*).

The District Head's efforts in this regard are limited to coordinating with relevant agencies and the village government, so that they can socialize illegal goods to the community. This is done because there is no district authority in this matter. Many cross-border people sell or buy goods from Malaysian villages through traditional routes.

d. Government Resources of *Entikong* District in the Border Area of the State

Entikong district government resources play a full role in the implementation of good governance of a government institution. A government

institution can function properly with the support of apparatus resources, budget support and facilities and infrastructure that can be used to organize government at national borders.

The government's attention to the border areas is really needed because, the front border of the nation is where the initial reflection of the face of the nation can be seen from the border areas of the country so that border management does not only come to a sense of security and comfort but also to the development of its human character in order to realize an increase in people's welfare. live in the border area (*Permatasari 2014*). This is indeed a concern of various ministries, but development in border areas so far seems to focus on physical development along the paths of cross-border post areas between countries. While outside the track is still less attention. This can be seen in the condition that the border is an area prone to conflicts, both conflicts of economic or cultural interests. Because of that the government's seriousness in protecting its territory is needed. Especially the border area in *Gun Tembawang Hamlet, Entikong* District, West Kalimantan, which is very close to neighboring countries, namely Malaysia. However, their presence in remote areas causes them to receive less attention from the government. Complete facilities and infrastructure are far from adequate (*Fatrul Syahputra, 2018*).

For this reason, the development and development as well as the administration of governance in the

border areas need to involve regional apparatuses who are at the borders, so that the central vertical agencies do not need to be busy having to form sub-units in the border areas as previously described, but by utilizing the rules which already exists in the legislation, namely by utilizing existing resources in the *Entikong* District Office. In addition to the support of apparatus resources, to carry out the task, budget support is needed in administering government. In the 2020 Regional Revenue and Expenditure Budget, *Entikong* District is given budget support of 920,791,000,- (Rp.) for 8 Activity Programs.

Meanwhile, the existing facilities and infrastructure in the state border village in *Entikong* District are lacking, due to inadequate connecting road facilities and long distances. This allows the community to access more services in the Kampung area in Malaysia. The same goes for health and education facilities and infrastructure. Many children of residents in hamlets bordering Malaysia prefer to access education and health services in the territory of Malaysia. Even in the area around *Tebedu*, various tourist attractions have been developed, such as the Zoo, Hot Springs, Golf Courses and others. This has not been considered by the Indonesian government, so that more people access services and meet economic needs in the Malaysian region, compared to *Entikong*. The lack of support for these facilities and infrastructure has made it difficult for apparatus at the district office to

provide guidance and organize general administration in the region.

Development of District Government Institutions in the Entikong Border Area

The state border is a confluence of the territory of a country with other countries, where socio-cultural, economic and political aspects can interact with each other. The breadth of the border line and the existence of economic, social and cultural interactions in *Entikong* District, should have long been managed with an effective and accountable multi-approach system. However, the phenomena that have occurred so far at the borders of the country show that border management is not being carried out properly. Even at this boundary, crimes are rife, such as smuggling of goods, trafficking in persons, and the spread of foreign political ideology which greatly disturbs the stability, security and sovereignty of the Republic of Indonesia.

The many policies implemented at the border are still limited to lip service for border communities and are only felt by a handful of people associated with these policy programs. While in reality the villages outside the National Border Crossing Post are still isolated and remote in the wilderness. The approach strategy that has little impact on the community and overlapping policies between various ministries as well as the limited authority of the District Government in managing border areas has prevented border villages from developing as advanced as their counterparts in neighboring countries.

Integrated management will be able to eliminate each ministry's eco-sectoral and can bear policy strategies that can truly empower the community and be implemented in an integrated manner. The implementation of this policy must also touch the real needs of the border community, not just visiting and then when the event ends, the benefits will also be obtained by the border community. The implementation of the policy is expected to be able to provide benefits in a sustainable manner.

In district institutions, it is hoped that district institutions will be formed that can function like small town managers who are able to provide access to government services and provide adequate public facilities. We can reflect on this phenomenon, such as the management of *Tebedu* Border Town. Even though this small area is a small government under the administrative division of *Serian*, it is developing like a small town, not even far from *Tebedu*. There is a 4-star hotel equipped with a golf course (*Borneo Highlands Resort*) which is directly adjacent to the village of *Pala Pasang* and the village of *Suruh Tembawang*. So that you can see the socio-economic differences in the people on the border of the two countries, Indonesia-Malaysia.

The formation of district government institutions as managers of small towns along the Kalimantan border which is supported by transportation facilities and infrastructure, in addition to facilitating services to communities around the

border, can also function as a counter attack against the Malaysian government's border policy strategy. So that border communities no longer need to walk to villages in Malaysia to sell their agricultural and plantation products as well as for educational activities. But it can be directly brought to semi-modern markets in the center of the "district town".

The District Government Office is the center of government in the border area. Vertical units located in the border area are combined in the border district office through functional positions. In a structured function, he is responsible for the District Heads, but in the development of his functional position, he is still under the guidance of the relevant ministry.

Government activities in administrative cities should also be somewhat different and more privileged than district offices in general. In terms of management and budget, administrative cities along the border need to be supported by the local government and the central government as directed by the Law of the Republic of Indonesia Number 23 of 2014. Policy programs and activities for border community development come from various ministries, no need to go through a bureaucratic structure which is too long, because it is in the same institution at the District office.

By joining the ministerial apparatus in the district institutional structure, of course it can support institutions in the district so that the budget for the activities of various Ministries and State Institutions can

support the development and empowerment of the district government and the community in *Entikong*. Activity funds originating from the central budget are not scattered much at the provincial and district government levels.

Accelerating the development of border districts that are synergistic, measurable and sustainable at lagging behind through an approach to empowerment and community development, facilities and infrastructure. Through this, social, economic and welfare disparities between border communities in Indonesia and Sarawak Malaysia can be reduced. The acceleration of the construction of a land road that stretches along the land border of Kalimantan as proclaimed by President Jokowi needs to be accompanied by the construction of physical facilities and infrastructure in border villages. There are 4 (four) things that need to be addressed immediately in terms of empowerment and development in border districts, namely;

1. Construction of roads between villages and between hamlets

The construction of roads and bridges connecting one hamlet to another, especially between hamlets and the village center, serves as land transportation infrastructure for transporting agricultural products in the form of rice, vegetables and garden products as well as handicrafts from residents in each hamlet in the border villages. The connecting roads and bridges between the hamlets can strengthen the socio-economic

interactions of the people with one another. The roads and bridges that connect the hamlets to the village center can at least be traversed by two- and three-wheeled motorcycles so that the needs of the people in each hamlet can be supplied properly and more quickly than by foot or by boat.

2. Provision of district facilities and infrastructure as small-town managers

Several facilities and infrastructure in the downtown district area have been temporarily built, but are only enjoyed by the district city community. Meanwhile, it has not yet reached other border villages. Due to the remoteness of the villages in Border District in West Kalimantan, the apparatus is sometimes constrained by facilities and infrastructure and budget to be able to function as they should. It is also necessary to develop information technology facilities and infrastructure to reach villages that are far from the district center, so that the affordability of information can reach these areas.

3. Provision and development of functional positions for officials

The provision of functional positions in the government structure also needs to be implemented in border districts. This provision is to develop apparatus in functional positions related to ministry functions, such as immigration analyst, customs analyst, etc. The development of functional positions for apparatus in the District is very important so that they can work professionally and have high dedication to their duties and to the sovereignty of the nation.

4. Community empowerment in village economic ventures

Communities in *Suruh Tembawang*, and *Pala Pasang* Village are very limited in developing village economic enterprises. Stalls and other businesses are difficult to develop with the current situation. Trainings to revive economic enterprises in the village are not as easy as those carried out in conditions without access to cheaper transportation. *The Credit Union* savings and loan business operating in the center of *Suruh Tembawang* village is the foundation for the people in the village unable to develop better because of limited capital. Empowerment of the community to form cooperatives and develop alternative economic ventures really needs to be supported. The emergence of many other economic businesses will give hope to settle in the village and not leave the village to look for other businesses and jobs in neighboring countries.

CONCLUSION

The implementation of district institutions in the *Entikong* Border Area in governance illustrates the existence of different work norms, tasks and functions, thus requiring different structures and resource support between districts in the State Border Area and districts in general. There is no residual authority regulation regarding the delegation of affairs from the center to handle border-related activities such as monitoring the traffic of goods and people in villages and hamlets on the state border outside the cross-border post area. The task of the district head

in border districts is very large compared to districts in general, while the support provided by the central government is lacking, and is not yet in accordance with laws and regulations. To expedite the development of district institutions in the *Entikong* Border Area, it is hoped that the central government will form districts as small-town managers. Various functional assignments, and ministerial apparatus are combined into the district government institutional structure. This is to clarify the duties and functions of the district head in administering governance in the districts in the border areas of the country, so that the border district head can carry out governmental tasks properly.

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