

PUBLIC SERVICES ANALYSIS IN THE BORDER AREAS OF WEST KALIMANTAN AND MALAYSIA: A CASE STUDY OF SAMBAS DISTRICT GOVERNMENT, WEST KALIMANTAN

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ABSTRACT – Public service delivery is an effort to meet the basic needs and civil rights of every citizen of the goods, services and administrative services provided by public service providers which are a government. West Kalimantan is bordered on land with by Malaysian state of Sarawak. Although a small part of West Kalimantan is marine, West Kalimantan has dozens of large and small islands (some uninhabited) scattered along the Karimata and Natuna Straits bordering the Riau Islands Province. Public service in West Kalimantan, especially in Sambas district, is very important to note because it is the face of Indonesia that can be assessed by our neighbours which is Malaysia, whether the public service provided is feasible or not. The method used in this research is secondary research with qualitative description. Secondary research involves the summary, collation and/or synthesis of existing research. Secondary research is contrasted with primary research in that primary research involves the generation of data, whereas secondary research uses primary research sources as a source of data for analysis. The result of this study concludes that the good public services were still very far from the expectations on the border area experienced by Sambas District. The problem of public services can be seen in terms of education, health and also infrastructure services. Although currently the government has tried to solve these problems, in reality, there is still a service gap in the border area. Local governments must be able to improve these problems to provide better services. One of them is by improving human resources in the bureaucracy.

ARTICLE HISTORY

Received: 05-10-2018

Accepted: 11-12-2018

KEYWORDS

Public service, Border area, Government, Society

INTRODUCTION

Public service delivery is a state push to meet the basic needs and civil rights of every citizen of the goods, services and administrative services provided by public service providers. In Indonesia, the 1945 Constitution mandates the state to meet the basic needs of every citizen for the sake of his welfare, with the goal that the effectiveness of a system of governance is determined by the good or bad of public service delivery. Public service providers in Indonesia are all state organs such as Central Government and Local Government (Provincial, District, City) (Sinambela, 2010). The Preamble of the 1945 of Constitution also in paragraph 4 expressly states that one of the goals established by the Republic of Indonesia is to promote the public welfare and educate the life of the nation. Factors affecting the non-running of public services, well: The structural problem of bureaucracy concerning budgeting for public services affecting the quality of public services is the existence of cultural constraints within the bureaucracy (Dwiyanto, 2015). In addition, there are also factors from the behaviour of officials that do not reflect the serving behaviour, and vice versa tend to show the behaviour to be served (Dwiyanto, 2015)

The demand is growing in tandem with the awareness that citizens have the right to be served and the obligations of local governments to provide services. The challenge faced in public services is not only to create the efficient services, but also how services could be made without differentiating the social status of the people served. In other words, how to create a fair and democratic service. Demanding of the public services is increase in both of quantity and quality. Thus, related to the increasing number of populations, education level, requirement, work area, and society prosperity level. Public service is not only an administrative issue, but higher than that of the fulfilment of the wishes of the public. Therefore, it is necessary to prepare for public servant administrator in order to achieve good service quality (Sumartono, 2007).

The enactment of Law Number 22 Of 1999 which was revised into Law Number 32 Of 2004 regarding Regional Government and Law Number 25 Of 1999 which also refined into Law Number 33 Of 2004 About Financial Balance Between Central Government and Local Government, hence local government in expected to give real impact to the improvement of service to community. The delegation of authority from the central government to the regions allows the implementation of services with a more concise bureaucratic path and opens opportunities for local governments to innovate in the provision and improvement of service quality including the border area. The border area is an outer area

that directly borders neighbouring countries. Where so far, the border area including disadvantaged areas, outer, and leading. The border area as the front page of a country needs to get serious attention from both central and local government. Because the border area has so many problems, such as in economy, infrastructure, education, health, security, and social, as well as problems in terms of public services (Arifin, 2012). When compared to neighbouring countries, the border area has a very lagging gap. Based on Presidential Regulation No. 7/2005 on the National Medium-term Development Plan (RPJMN 2015-2019) has established the development of the state border area as one of the national development priority programs. The policy direction of Border Area Development in RPJMN 2015-2019 in Kalimantan Island Region, especially West Kalimantan is focused on increasing the role of the front page of a sovereign and sovereign country with the Malaysian state on land and sea borders (Bappenas, 2015).

The border region of the Unitary State of the Republic of Indonesia is generally far from the reach of capital so that its condition is lagging behind in various ways compared to other regions (Arifin, 2012). According to the State Ministry for the Development of Disadvantaged Regions (2018), there are 26 districts located on the border. All of these districts are listed in the category of underdeveloped areas. The border area has its own significance. Various groups have argued about the importance of the border region, so that the consequences of the priority for the development of border areas are needed (Arifin, 2012). From the aspect of defence, the welfare of people in border areas is related to the national sovereignty of a nation. In general, the boarder area has not received proportional attention. This condition is evident from the lack of infrastructure to secure border areas and border security apparatus (Arifin, 2012). This has caused various problems such as changes in territorial boundaries, smuggling of goods and services and transnational crimes.

The problems of the border area are the priority of Jokowi-JK's policy in the tenure as the leader of the Indonesian state as stipulated in Nawacita 3: "Building Indonesia from the edge by Strengthening the Regions and Villages within the Framework of Unitary State". However, the current decent public service is still considered far enough for the border community (Arifin, 2012). During this time the border area is known as the backyard of the country, thus becoming a neglected area, and the growth of public services is more centralized on the island of Java. So, it can be said that public service in Indonesia is still classified as "lousy and severe", especially in the border area although there is now a slow increase (Fitriani, 2018). Currently the management of border areas in Indonesia is faced with two strategic issues with a variety of issues that stand out in it, namely the issue of state border management and public service issues. The lack of optimum development, potential utilization and lack of basic facilities/ infrastructure in border areas, is a common problem facing almost all border areas of Indonesia (BNPP, 2013). This causes the border areas to remain lagging behind and isolated, low levels of community welfare and lack of accessibility, especially access to border areas with government centres, public service centres, or other relatively more developed areas.

West Kalimantan is a province in Indonesia, located on the island of Borneo in the capital city of Pontianak City Province. The total area of West Kalimantan Province is 146,807 km² (7.53% of Indonesia). It is the fourth largest province after Papua, East Kalimantan and Central Kalimantan. West Kalimantan is bordered on land with the Malaysian state of Sarawak. Although a small part of West Kalimantan is marine, West Kalimantan has dozens of large and small islands (some uninhabited) scattered along the Karimata and Natuna Straits bordering the Riau Islands Province. The geographical border of West Kalimantan is located in the northernmost part of West Kalimantan Province, stretching from west to east along 966 km. Regionally, there are 5 (five) districts and 14 (fourteen) subdistricts in West Kalimantan Province which borders directly with neighbouring Malaysia. This district could give us the information about how many districts in West Kalimantan Province. Sambas District is ranked 80th in terms of public services (Antaraneews, 2017). The districts and sub-districts can be seen in Table 1.

Table 1: Sub-districts directly adjacent to Malaysia

No	District	Sub-district
1	Sambas	1. Paloh 2. Sajingan Besar
2	Bengkayang	1. Jagoi Babang 2. Siding
3	Sanggau	1. Entikong 2. Sekayam
4	Sintang	1. Ketungau Hulu 2. Ketungau Tengah
5	Kapuas Hulu	1. Badau 2. Puring Kencana 3. Putussibau Utara 4. Putussibau Selatan 5. Embaloh Hulu 6. Batang Lupar

Source: Finance and Development Supervisory Institution (2013)

In terms of public services, from the list of 85 districts included in the assessment of the Ombudsman Institute, Sambas District is ranked 80th in terms of public services (Antaranews, 2017). It means that Sambas district was in the lowest rank of public services in Indonesia. Sambas district will find it difficult to reach the target of the best regency in 2025 if not to fix and commit to it. The cause of the low quality of public services that became a scourge for Sambas District is the administrative malpractice, which means poor administration or bad governance. Understanding of bad administrative is unreasonable behaviour, including delays in service delivery, disrespect and lack of care for problems that occur to someone caused by misuse of power, arbitrary use of power for improper acts, not fair, intimidating or discriminatory and improperly based in whole or in part on the provisions of the law or fact, it does not make sense or is based on unreasonable, unjust, oppressive, impermanent and discriminatory actions (Noer, 2016). Therefore, public services are needed in all regions, including border areas. Public service becomes the most visible benchmark of government performance. The public can directly assess the performance of the government based on the quality of public services received, because the quality of public services perceived by the community from all circles, where the success in building the performance of public services professionally, effectively, efficiently and accountably will lift the positive image of the Government of West Kalimantan, especially in marginal areas border with Malaysia in the eyes of its citizens, especially in Sambas District, West Kalimantan Province. Therefore, this paper will discuss how the services that exist in the border area, especially in Sambas, West Kalimantan.

LITERATURE REVIEW

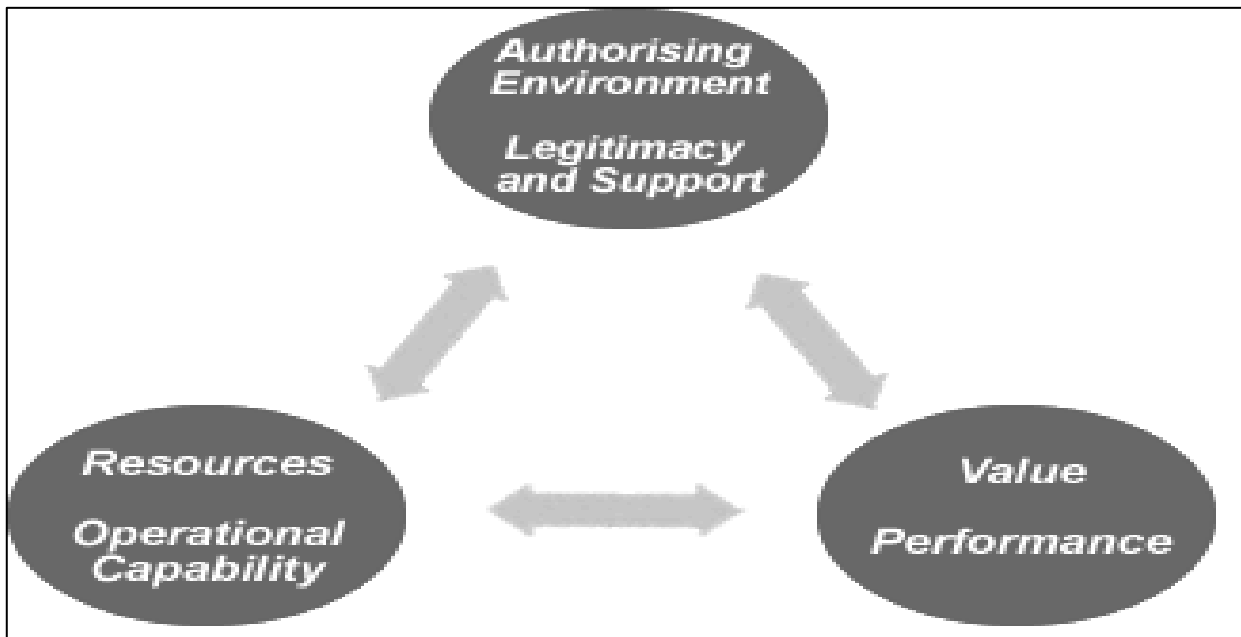
Public Service

The State has an obligation to provide good service to its people. public service is a manifestation of the existence of the state and bureaucracy as well as the function of the state servant to his society. Sinambela (2010), said that basically every human need service, even in the extreme can be said service cannot be separated with human life. Public services in life can be divided into various types, such as health, education, public facility and others. Service is an activity done to others or other parties that can provide an advantage and can provide benefits, the results of the service in the form of satisfaction that is given even if the results of the services provided are not bound to an object. Furthermore, Sinambela (2010) argues, service is an activity that occurs in direct interaction between someone with another person or machine physically, and provide customer satisfaction. Meanwhile, the public term comes from English Public which means general, society, country.

According to Dwiyanto, public services can be defined as a series of activities undertaken by the public bureaucracy to meet the needs of society, that public service is an activity that undertaken by the government in filling its obligations to provide the community needs. Public services that provided to the public must be accordance with the standards of service, because the public is entitled to get services from the government in prime or quality service. Public service is intended to prosper the people of the welfare state. Normatively, public service is an activity or a series of activities in the context of fulfilling the needs of services in accordance with legislation for every citizen and citizen of the goods, services and/or administrative services provided by public service providers (Law No. 25 Year 2009 About Public Service). A more detailed definition is given Ratminto and Winarsih (2005) that "public service is an activity or a series of invisible (non-tangible) activities that occur as a result of the interaction between the consumer and the employee or the things provided by service providers intended to solve consumer or customer problems ". The context of public service is very variable inside it is the field of health, education and others.

Talking about public services, there are some things that must be considered, especially regarding the ease in taking care of the requirements. Moenir (2001) argued that the coveted public service is the ease of taking care of the interests obtaining reasonable services, and the same behavior without favoritism, honest and forthright treatment. In addition, Moenir (2001) added that the smoothness of the services of rights depends on the availability of officers against the liabilities charged; adequate systems, procedures and methods, complete organization of service tasks, adequate staff/employee income for living necessities, adequate skills and skills of the worker.

According to Susanti (2009), to create a good service, there are four dimensions of public service that are used, among others, are effectiveness, security (minimum risk for patient), cost (minimum), and people satisfaction. To improve public service to be better then there are some principles that must be executed. According to Mahmudi (2007), public service providers in providing services should pay attention to the principles of public services. The principles of public services include: (1). Simplicity of procedure, (2). Clarity, (3). Certainty of time, (4). Accuracy of public service products, (5). Completeness of facilities and infrastructure, (6). Security, (7). Responsibility, (8). Ease of access, (9). Discipline, courtesy, and hospitality, (10). Comfortable.



Source: Moore (1995)

This model explains about how public value can be created by organizations/agencies. According to Moore's triangle, two important components must work together in order to create value or improve performance. (a) Organizational Capacity and Resources, and (b) Authorizing Environment. Authorizing Environment factor is important to create value by the organization/agency since even if all the resources are available and the organization is ready to create value, approval and support of the authorities in the organization is necessary and their authorization for this purpose is required. Resource, in order to create value, necessary resources and capacities must be available in the organization/agency. These resources and other organizational processes work together to achieve the objectives of the organization and to create value. Value/Performance is a component of the triangle is the value created as the result of combination of two other components in the model.

The Implementation of public services based on the principles of public service, then it will run effectively and efficiently. So that the implementation of public services can get a good quality public service. According to Moenir (2001) in order that the service can satisfy the people in the group served, the offender in charge of service must meet the following criteria: polite behaviour, how to convey something related to what should be accepted by the concerned, proper and hospitality. In addition, Efficiency in Angkasawati (2014) provide public services should be more professional, effective, efficient, simple transparent, open, timely, responsive and adaptive as well as can build human quality in the sense of increasing the capacity of individuals and communities to actively determine its own future.

To create public value, public managers need to understand the three main components of the strategy trilogy. These three main components of public services are a distinguishing feature between public services and services provided by the private sector. Services; is the main principle of public service through quality services to meet the needs. The society with correct principles such as openness, justice and legal certainty. Second, the benefits (outcomes) such as poverty reduction, public health, order and comfort of the city. The benefits generated by public services are strong with the non-profit public interest so that it will be ambiguous if public services are driven by corporate principles, since the benefits of public services favor social benefits, sustainable environments and public order. The third is trust; every public service organization is established to safeguard and increase public confidence in the government through more tangible participation and engagement

Based on the Decree of the Minister of Administrative Reform. 63/2004 (Ratminto, 2008) on general guidelines for the delivery of public services, public service standards at least include:

1. Service Procedures: Standardized service procedures for givers and recipients including complaints.
2. Settlement Time: The completion time established from the moment of application to completion includes a complaint.
3. Service Fee: The cost/service tariff includes the details specified in the service delivery process.
4. Service Products: Results of services to be received in accordance with the provisions that have been determined.
5. Facilities and Infrastructure: Provision of adequate facilities and infrastructure services by the provision of public services.
6. Competence of Public Service Provider: The competence of the service provider should be properly defined according to the knowledge, skills, skills, attitudes, and behaviors required.

As according to Ratminto and Atik (2008), public service is any form of service, both in the form of public goods or public services which in principle become the responsibility and implemented by government agencies at the centre, in the region, and within the State-Owned Enterprises or Agency Regional Owned Enterprises, in the framework of efforts to meet the needs of the community and in the implementation of the provisions of legislation. Good public service is an obligation for the government to provide servants. Because society today is very critical and increasingly aware of the rights and obligations as citizens. The people dare to express their disappointment to the public service they receive. Therefore, the provision of public services in accordance with the needs of the community is an obligation of central and local governments. However, the provision of quality public services is difficult to achieve by the government, because it is caused by several factors (Zeithaml et.al., 1990), namely: a. Do not know what people actually expect; b. Provision of incorrect size in community service; c. Misrepresentation of self-appearance in the public service itself; d. When making a deal is too excessive or tough.

RESEARCH METHODOLOGY

The method used in this research is secondary research with qualitative description. Secondary research involves the summary, collation and/or synthesis of existing research. Secondary research is contrasted with primary research in that primary research involves the generation of data, whereas secondary research uses primary research sources as a source of data for analysis (Camille, 2014). The secondary research is to collect primary research that is relevant to a writing topic and interpret what the primary research found. For instance, secondary research often takes the form of the result from two or more primary research articles and explains what the two separate findings (Stewart & Kamins, 1993).

DISCUSSION

Many studies have been done in the research about border areas. Like, Schweke (2004) argued that a cross-border area is a geographical system divided by two or more man-made boundaries according to political rules. In this system, all sub areas are interacting with each other. Elements of each sub-area, which include various political, economic and cultural factors, are correlated with each other in sequence. The whole geographical system provides a very complicated function with respect to the locations of and interactions between the various elements of all sub-areas. In addition, cross-border areas are sometimes integrated and dynamic. The former emphasizes that all adjacent areas are interdependent in geography, whereas the latter uncovers the relations between state and time of systems (Schweke, 2004).

The border area is an outer area that directly borders neighbouring countries. Where so far, the border area including disadvantaged areas, outer, and leading. The border area as the front page of a country needs to get serious attention from both central and local government. Because the border area has so many problems, both in economy, infrastructure, education, health, security, and social, as well as problems in terms of public services. When compared to neighbouring countries, the border area has a very lagging gap. Based on Presidential Regulation No. 7/2005 on the National Medium-Term Development Plan (RPJMN 2015-2019) has established the development of the state border area as one of the national development priority programs. The policy direction of Border Area Development in the 2015-2019 RPJMN in Kalimantan Island Region is focused on enhancing the role of a sovereign and sovereign country front page with the Malaysian state on land and sea borders (Bappenas, 2015).

One of public service problems that occurred in the Sambas District, West Kalimantan Province caused by limited infrastructure, especially connecting the border area with the central government. This makes it difficult for the public to access public services of their own country. Moreover, due to the large area and the transportation infrastructure facilities in difficult mobilization, the people prefer Malaysia to fulfil their needs. Based on the above, the researcher is interested to carry out research on the Public Service of Border Territory of North Borneo (Study Service of Education, Health, and Infrastructure).

West Kalimantan still faces many problems in the provision of public services. Moreover, there are two districts of Kaltara that borders directly with Malaysia, namely Sambas District. Facing the existing problems, the Government Work Plan (RKP) for Budget Year 2016 KalBar, carrying the theme "Accelerate Infrastructure Development, to lay the Foundation of Quality Development". Where development priorities are prepared as operational elaboration of the Development Strategy outlined in the RPJMN 2015-2019 in an effort to implement the National Development Agenda to meet Nawa Cita, namely:

1. Improving the quality of government management and apparatus.
2. Development of government infrastructure and irrigation infrastructure to achieve food security.
3. Improving education and health services.
4. Development of inter-regional connectivity infrastructure, particularly in border areas.
5. Development of strategic areas, lagging, coastal and small islands.
6. Control of space utilization.

Educational Services

Educational services are a reflection of the progress of a country. This is because education not only produces qualified human resources (HR), knowledge and skills and technology, but also fosters a healthy and conducive business climate for economic growth (Schweke, 2004). In fact, education in the border region of Sambas regency can be said is still lacking. Because many people who prefer to send their children to Malaysia. The reason is that the educational

infrastructure is still low compared to neighbouring countries (Antaranews, 2017). In addition, Malaysia is more accessible due to the closer distance and better road facilities. This is contrary to the domestic conditions of its own. Where distance of school in sub-district area far enough, then access road that damaged and still not paved.

Seeing the educational conditions of the border area, especially in Sambas District, it is necessary to do a good plan to overcome the problem of education. This is evident from the seriousness of Sambas Regency government reflected in the RKPD 2016, with priorities and targets of regional development targeting education issues, namely the development of education faced with the problems of education and housing facilities for teachers in the inland and border areas is still limited.

Health services

Health is a fundamental need for society. Therefore, the provision of public services in the health sector is a fundamental requirement. If the society needs health care, it should be easy to obtain. However, health services cannot be felt even by the border community of Sambas District. This puts the public on a more glance at neighbouring countries. Like only the issue of education, in the health field was not much different conditions. Problems encountered are lack of doctors or nurses, hospitals and clinics. Sambas continues to improve their public health services to provide excellent health services. This can be seen in Sambas Regency where the quality of clinics services in terms of providing health services is good enough seen from the criteria of tangibility, reliability, responsiveness, assurance, empathy.

Public service providers have good attention to patients who come, quickly provide services and good in providing information to patients, and in terms of equipment, personnel and physical facilities are also quite complete (Fatrunisah, 2015). Service providers should not be satisfied with their performance. Therefore, people will continue to demand for better health services. Therefore, it is necessary to make continuous improvement in providing health services both in terms of service procedures, personnel, and physical facilities.

Infrastructure Services

Road infrastructure is a very determining factor in an area said to be isolated from the outside or not. However, road infrastructure is the main scourge faced by border areas. The difficulty of access to the border area becomes the main factor causing all forms of backwardness experienced by the border community. The problem of distance and terrain that must be passed by the community if you want to travel is a daily food that until now there is no solution. For example, travel time from the village to the subdistrict capital requires travel time between 8-12 hours. Meanwhile, from the village to Sabah Village, Malaysia only takes 5 minutes (Gumilang Team Centre of Pancasila Studies UGM, 2015). This access problem has an impact on the difficulty of the public in obtaining public service of their own country compared to neighbouring countries.

The problem of road infrastructure in the border area to date is a complicated problem, it is difficult to find a way out. As well as recent developments and conditions ahead of president Joko Widodo and his entourage during his visit to Kalbar. The problem faced is the development of road and bridge infrastructure that are connected. So, it is no longer a place in KalBar that is isolated from land access such as the Indonesia-Malaysia border region located in Sambas District (www.kalbar.go.id, 2017). The lack of infrastructure in the border area, especially the highway that connects the border area with the central government and the economy of Indonesia, causes the border community to reach Malaysia to meet the necessities of life. Therefore, the road between villages in the border region of Indonesia is still a pioneer road that can only be passed by on foot or by ketet buffalo with distance between villages between four kilometres. Problems like this that makes the distribution of goods needs of society difficult to obtain from the products of Indonesia itself. The alternative taken by the border community is to consume goods from Malaysia because access is easily accessible. So that the ringgit currency becomes a legal means of payment compared to the rupiah.

Not only road infrastructure is a problem, but the field of telecommunications and power plants are also experiencing similar things. Where border areas do not have telecommunication, networks provided by the Indonesian government. So, if people want to communicate with relatives, must use a satellite phone that requires a high cost (Gumilang Team Centre Study Pancasila UGM, 2015). In terms of lighting, people have not been able to enjoy the brightness of nightlife in the absence of availability of power plants. Then, the condition of the border area of Indonesia is inversely proportional to Malaysia. Malaysia built the border area as its front page, as seen from the Sabah area where road builders, government housing, and power plants. if these conditions continue to be left, then it can threaten the unity of Indonesia. Looking at the facts above, it can be concluded that there should be special attention to public services in the border area. This is because the border area becomes the face of the outer line of Indonesia which should be able to show to neighbouring countries adequate infrastructure and public services. In order to demonstrate to other countries that Indonesia is also capable of developing and becoming a developed country and not relying on neighbouring countries to access all kinds of public services.

CONCLUSION

Providing equitable public services that are provide by the government is that still far from expectations. It can be seen on the border area experienced by Sambas District. The public services that are provided by the government still bad. It can be seen from the side of education services, health, and infrastructure that already discuss above. The educational services are still lacking, experienced by Sambas District. Where the level of elementary/junior/ and senior high school is still below the predefined in MGD's goals. In addition, the border areas have shortages of educators,

inadequate school facilities, and difficult and remote location access, enabling the border community to choose to send their children to Malaysia. In the provision of health services is also not much different from the problem of educational services. Problems encountered are lack of doctors or nurses, hospitals and puskesmas whose numbers are still limited to border areas. However, local governments continue to work on improving the quality of health services by increasing the number and quality of health personnel, improving health facilities, and increasing the supply of medicines and equipment. Then the infrastructure is a problem that needs to receive greater attention from local governments. However, the infrastructure especially roads and bridges is an important aspect that will connect the villages of the border area with the center of the district. Thus, it can open isolated border areas, making it easier for people to access public services of their own country rather than relying on neighboring countries.

Recommendation

The recommendation will be the government, the community, and private sector who work together to make the border area even better. Not only about health, education and infrastructure, but also related to the goodness of life in any field. The national boundary as the limit of universal state sovereignty in the future should have a strategic role in determining policies, both for national interests and relations between (international) countries. The government's attention to the outermost areas that are directly adjacent to other countries must be aired with a commitment to develop the region, especially to guarantee the integrity and sovereignty, national defense and improve the welfare of the people at the border. The entry area can be used as a gateway to economic and trade activities with neighboring countries. Development carried out in the country uses an approach (prosperity) by not leaving the population (security approach).

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