

**ACCESSIBILITY OF PUBLIC SERVICES IN THE ISLANDS REGION
(CASE STUDY: OFFICE OF POPULATION AND CIVIL REGISTRY, WEST HALMAHERA REGENCY)**

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Abstract

This study aims to analyze the quality of public services in the archipelago. Public services in the archipelago are not getting much attention from the government; the problem is limited access to public services. The method is used in this study is a qualitative method. Access is an important benchmark in the success of public service delivery. Geographically, the islands located in West Halmahera district have different challenges from other regions, because they have to deal directly with the sea. The range of public services depends on waves. It also requires transportation costs that can burden the community. The impact of the difficult reach that must be taken by the community, resulting in public services felt far for the community. Special policy for public services in the archipelago as a form of improving the quality of public services to facilitate the public in accessing public services provided by local governments.

Keywords: *Accessibility, Public Services, Island Regions, Local Government; and West Halmahera*

JEL Classification: *O21; O38; P25*

I. INTRODUCTION

The government continues to improve the process of public administration, which is more effective in order to facilitate the public in reaching these public services. Public service is one of the important things in state life, especially with regard to relations between the government and the community. Along with the running of the Indonesian state government, the government continues to strive to improve the quality of public services for the community. One of the real efforts made by the government was the enactment of (Indonesia, 2009) concerning Public Services. In accordance with the provisions of Article 2, the laws and regulations are enforced with a view to "providing legal certainty in relations between the public and the organizers in public services". The regulation in other words provides guarantees to the public for better public services. Public services are things that are supposed to be given to the government to the public, because in essence the country was established for the benefit of the public, for all the people. Improving the quality of public services is therefore always a demand desired by the community so that the services provided can take place effectively, efficiently, and satisfactorily.

Idealism or expectations of the quality of public services as described above, however, have not yet fully run as desired. In fact, public services in various regions in Indonesia still show many shortcomings, especially in disadvantaged areas and islands (excerpt in Y.Uang's dissertation, 2019). One example is public service in the area of West Halmahera Regency. West Halmahera Regency is one of the regencies in North Maluku Province. As part of government institutions, and if related to the statement from the North Maluku Representative Ombudsman, West Halmahera District also needs to improve the quality of public services. According to the researchers, one of the public services that need to be improved in this area is the problem in the area of population.

As country that has the characteristics of the Indonesian archipelago certainly has challenges in reaching every community in the archipelago area, it is also felt for the people in the archipelago in West Halmahera. Access to reach public services in the archipelago is a challenge for the government to bring public services closer to fulfill their necessity of the community. West Halmahera Regency has an area that is quite difficult for the community to reach public services. This is seen from the far reach of the community to the capital. This District is a reason for the community to no longer care about matters relating to the long-term interests of population administration. Every citizen of Indonesia Republic as a sign in the management is both both of health schools or a matter of population migration. Moreover, but not infrequently the community feels this is not the main thing in their lives requires a very large cost to be able to take care of administrative affairs that are free of islands in the Regency area. West Halmahera not only requires huge costs but also requires courage in crossing the ocean, which often threatens the lives of people When Having to cross the ocean with high waves between 1 to 3 meters. This condition makes people rethink when you have to take care of things that are considered not too important. So that the community will take care of population administration matters if it

becomes an urgent interest, for example when children have started attending school or want a test whether it is a civil servant of Indonesian National Armed Forces or Indonesian National Police.

The population problem is an important issue for a country. One reason is that the state is essentially a social organization composed of individuals, or referred to as citizens. Recording of data on population becomes one thing that is important because in accordance with the mandate of the preamble ACT 1945, one of the country's goals is to "protect the people and the country of Indonesia". One of the protections to this nation is shown by ensuring the best public service for the entire Indonesian nation or all Indonesian citizens. This consideration then makes the issue of population administration recording very important to do. Administration of population registration, especially in the form of recording identity as citizens is one of the most basic basic needs of every citizen. One *output* of the most obvious of administrative records of this population is in the form of an identity card in the form of Identity Card Population or are known by the designation ID card. The role of sign identification card or the identity of identity is very important in the life of society is widespread, as almost all citizens' access to public facilities currently require identification or proof of identity that is recognized by the state.

In line with the awareness will be the importance of identity for every citizen, the government of the Republic of Indonesia, through ACT Number 24 in 2015 regarding Amendment to ACT Number 23 in 2006. These are concerning Population Administration, emphasized the importance of the Office of Population and Civil Registration as an institution or organization which provides protection, recognition, determination of personal status and legal status for any occurrence of population and important events experienced by Indonesian citizens and Indonesian citizens outside the territory of the Unitary Republic of Indonesia. This statutory regulation in other words confirms that Population and Civil Records (*Disdukcapil*) is a government institution whose duty is to carry out population administration in the entire territory of the Unitary State of the Republic of Indonesia, both domestically and abroad. Based on the consideration of this as well, by thus existence *Disdukcapil* exists in every region II level (district / city) in the region of Indonesia, as the base of data of population of the territories that exist at the bottom.

II. LITERATURE REVIEW

Considering the increasing number of population in the territory of Indonesia, as well as the progress of the times, the problems faced in the civil registration field also always arise and require serious attention. One of the real problems is the emergence of community demands for public services in the area of population administration that is fast, accurate, and transparent. This issue can also be seen from the results from (Falkowski & Spiliopoulou, 2009) who found that "the community is basically dynamic; therefore the character of public services must also always change following the development of society". One positive thing that supports the creation of good public services in the field of population administration is the availability of a nationally integrated *online database* that was very helpful in order to avoid duplicate data in population documents (Hidayatulloh & AMIK, 2015). Notwithstanding these supporting factors, however, it must be recognized that the current application of public services is still facing obstacles, for example, there are findings stating that the *tangible, assurance* and *ratability* aspects of public services are still not running optimally. This problem is caused by several factors, including human resource factors, facilities and infrastructure factors, and non-transparent systems.

In connection with the optimization of public services, the reality in the community proves that efforts to meet public needs based on (Indonesia, 2009) should be a concern for local governments in order to realize public services that are fast and accurate, based on information technology, quality, and excellent in all fields. The problem is, however, not all technology-based things can be applied to public services in all regions in Indonesia. On the islands, for example, the location of the geographic area of the island also is one of the constraints faced by local governments to improve the quality of public services. The Central Government and Regional Governments have indeed tried to fulfill the principles of public service, both in terms of education, health, social economy, and so forth. However, in reality, it is not all the efforts of the government in the fulfillment of increase in services that can be run with either. The issue of accessibility of services of public that has not been prevalent, especially in the areas of islands or in remote areas is one of the problems that still needs to be resolved with good. This issue becomes very important because if it is unable to be overcome, as many as 12 million Indonesians are threatened with losing their basic rights due to difficulties in accessing these public services (Bebbington, Dharmawan, Fahmi, & Guggenheim, 2004).

This study aims to investigate the problems that faced related to the accessibility of public services in the field of population administration, especially in the islands, in this case West Halmahera. Through this investigation, the authors hope that the factors affecting this accessibility problem can be resolved so that good population administration services as expected by the community can be realized. The author in this study took the example of the case in the Department of Population and Civil Registry in West Halmahera Regency, as one of the districts in the North Maluku archipelago.

III. RESEARCH METHOD

This study uses exploratory methods in qualitative questions to answer the research question: how are public services in the islands in West Halmahera Regency? The use of exploratory methods is justified because this research is descriptive research that uses questions, the exploration method is appropriate because it is considered relevant for descriptive studies (Babbie, 2012; Creswell, 2013; Neuman, 2012).

IV. RESULT AND DISCUSSION

Reality Of Public Services In Island Islands

Accessibility is a concept that combines geographical land use arrangements with a transportation network system that connects them. In other words, Accessibility is a measure of comfort or convenience regarding the way in which land use locations interact with each other and how "Easy" or "Difficult" locations are achieved through the transportation network system. Each location has a different geography, so the level of accessibility is different.

Accessibility is one part of the study of the interaction of activities with transportation network systems that aims to understand how the system functions and uses analytical relationships between system components to predict the impact of traffic on different land uses or transportation policies. Accessibility is often associated with distance, travel time, and travel costs (Wang, Monzon, & Ciommo, 2015).

1. Five dimensions of access proposed by (Penchansky & Thomas, 1981):
2. Affordability (people's financial ability to utilize services)
3. Accessibility (the geographical relationship between service providers and the community as users)
4. Accommodation (health service system related to ease of use bases on opening operational hours, waiting times as well as length of waiting on service appointments)
5. Availability (number of doctors and other health services)
6. Acceptability (represented by the user's attitude towards service, and vice versa)

(Prasertsubpakij & Nitivattananon, 2012) mentioned that accessibility is a measure of the comfort or ease of achieving a location and its relationship with each other, easily or difficult the location was achieved through transportation (Ishfaq & Sox, 2011). Accessibility is a broad and flexible concept. (Lynch, 2020) said accessibility is a matter of time and depends on the attractiveness and identity of the travel route (ERA, 2012). Accessibility indicators can simply be expressed in terms of distance. If one place is close to another place, it is said that accessibility between the two places is high. Conversely, if the distances are between the two is far low accessibility. In addition to distance and time, costs are also some indicators of accessibility. If between the two places have a short travel time, it can be said that both places have high accessibility. Costs can also indicate the level of accessibility. Costs here could be a combined cost that combines time and cost as a measure for transportation relations (Muin, 2015).

Along with the people's demands for a good bureaucracy, the public's need for good public services is also increasing. Public services are the provision of services, by either the government, private parties on behalf of the government, or private parties to the community, with or without payment to meet the needs and or interests of the community (Bauw, 2018). According to (Lumakeki, 2016) mentioned that a community service efforts are carried out by a person and or group of people or a particular agency to provide assistance and facilities to the community in achieving the goal. Based on this understanding, it can be concluded that in public services, the community is the object of activity. The subjects of the provider are either service that is the government, in the form of government agencies directly, or private institutions acting on behalf of the government. The government classifies public services provided to the public into two main categories, namely service basic needs and service public needs. Services of basic needs consist of health services, basic education, and basic needs of the community. While public services consist of, administrative services, goods services, and services (Saramunee et al., 2014). Based on these classifications it can be seen that public services in the area of population are included in the field of public services.

In addition to the classification of public services mentioned above, the types of public services can also be divided into five types of services, as described by (Graham, Gooden, & Martin, 2016). The five public services are as follows:

1. Government services, namely public services related to general tasks or administrative services such as services taxes, permits, immigration, national identity cards, and driving license.
2. Development services related to the provision of facilities and infrastructure in order to provide facilities to the community to carry out activities. Services included in this development service include bridges, roads, ports, and so on.
3. Services utility is a service that is associated with the provision of electricity, water, telephone, and local transportation for the public.

4. Clothing services are services related to food and housing in the form of activities to provide basic needs for the community and housing needs. Services included in this category include the provision of rice, sugar, oil, gas, textiles and low-cost housing.
5. Community services are part of services related to interests and are pressing for social social activities such as health services, education, employment, prisons, orphanages, and so forth.

Good public service is a condition that must be realized by the government because in essence the owner of this country is the whole community. The government in other words is a public servant who is demanded to realize ideal conditions as the goal of the state. The function of public services is a function that must be carried out by the government, one of which is in the form of a population system that has a lot to do with civil rights and civil rights of the population.

Accessibility of Islands Population Public Service Accessibility

Indonesia is one of the largest archipelagic countries in the world. The facts show that the territory of Indonesia consists on a cluster of islands large and small are united by the expanse of the sea that is broad, stretching from Sabang in the west end to Merauke in the east end and of Miangas in the far north to the Rote at the southern end (Cribb & Ford, 2009). The territory of Indonesia Republic was so vast with the shape of the islands, but it can be united with the form of the Unitary State of Indonesia Republic, which is constitutionally based in Article 1 paragraph (1) of the 1945 Constitution (Palmer, 2013). As a country with a number of islands in the world, the Indonesian archipelagos have various characteristics geographic who is unique.

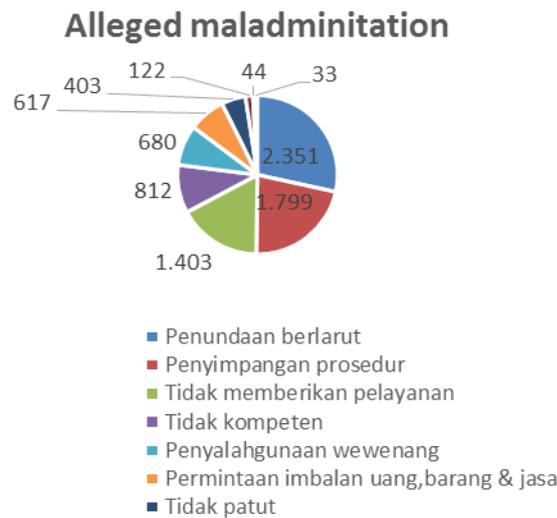
The first, which becomes unique primary, is that in order to achieve the required Islands area of sea transport as the main means, and other infrastructure as supporters. The second uniqueness is that the islands are marked by residential areas of coastal and tribal communities. This island community is very different from the mainland community. One of the real problems faced by these island communities is that in the end the lives of the anglers and the island community will be left behind compared to the mainland. Conditions like this will take place is down from generation to generation so that the gap was getting old is getting real. The third uniqueness is that the development of the archipelago varies greatly, depending on the size of the islands and land landscape. Relatively narrow areas of the archipelago and far from the center of development, usually relatively behind (Cahaya, 2015).

(Gulliford et al., 2002) outlined the idea of measuring the accessibility of health services based on their utilization, which depends on affordability, physical accessibility, and services received, not just on the issue of adequate supply. The available health services must be relevant and effective if it aims to "get access to satisfactory health outcomes". The availability of services (supply) and barriers (barriers) to access must be considered in the context of different perspectives, the need for health services and health supplies (demand), as well as the cultural suitability of various groups in society. (Gulliford et al., 2002) believed that equitable access can be measured in terms of availability (supply), utilization or service results (demand).

The problem of the gap between conditions in the mainland and the islands can also be found in the field of public services. Public services are part of the functions that must be carried out by the government. Along with the need for *good governance*, the demand for good public services will also be higher (Habbash, 2010). Public services performed by the government should be able to meet the criteria of accountability and responsibility from service providers. However, the reality is not so. The development of needs, desires and hopes of the community that continues to grow makes the real conditions of public services have not run in accordance with expectations. The community as the subject of the service feels that service is still convoluted and risky because the bureaucrat's chain is so long. Services that should be intended for the public, sometimes the conditions are precisely opposite, namely community service to the state. This condition of public services is also still found in the lives of people in the archipelago, especially in population administration services.

One problem that is still faced in public services is the problem of maladministration. Allegations of maladministration are usually present in public services on various matters needed by the community. This can be seen in the report submitted to the Indonesian Ombudsman. Based on the classification of alleged maladministration, it can be seen that maladministration which ranks 3 (three) the most is protracted delays of 2,351 reports or 28.45%; procedural irregularities totaling 1,799 or 21.77%; and did not provide services, namely as many as 1,403 reports or 16.98%. Details of alleged maladministration data are presented in Figure below:

Figure 1: Alleged Maldives



Source: (Ombudsman, 2017)

Improving the quality of public services in the form of effective, efficient, and satisfying services has always been the demands of today's society, including the citizens of West Halmahera. Every citizen certainly longs for a good and satisfying service from the government apparatus especially if the service is related to basic needs as citizens, that is, related to population administration. In fact, various problems are still faced by residents in West Halmahera who use population administration services. For example, there are residents who take care of resettlement documents between regencies left up to 7 months. Likewise, with the management of Electronic- National Identity Cards (E-KTP), it is including taking care of a Family Card (KK). Society is not infrequently only given thin paper. Therefore it is not surprising if this issue eventually became news in various media. A West Halmahera resident said that he was very uneasy with Population and Civil Records (*Disdukcapil*) service, because when arranging a resident transfer letter for his wife from Tidore City to West Halmahera, the transfer file had been submitted since July 2017 but until January 2018 the results had not been obtained (Samili, Umar, & Malik, 2017).

The government, considering that population administration services are directly related to citizens' rights, must of course address this condition. Therefore, as quoted in (Keban, 2017) on *Public Administration*, the government is demanded to be more involved in carrying out the mission of providing public services (*service providers*). The government must be more *responsive* or more responsive to the needs of the community and better know the best way to provide public services to the community. The efforts of this government must be carried out in an integrated and comprehensive manner, involving all levels of government. It is no exception at the level of local government.

The regional government was formed because of demands for faster, more precise, easier and cheaper services to the community. Based on this purpose, the service to the community, especially basic services should be a priority and get the main attention from the local government. In fact, until now there are still found services to the community that have not run as expected, for example services in terms of making ID cards, making marriage certificates, making birth certificates, death certificates, and divorce certificates as described in the previous discussion .

The problem of population and civil registration contained in Halmahera West in the above certainly does not happen so alone. Several factors cause these problems so that population administration services as expected by the community have not yet been realized. When examined in more depth, various problems arise due to several things, namely as follows.

1. Socialization of the law on population is needed;
2. Need to develop a population Administration Information System Application (SIAK) to improve service excellence; and
3. The location of services is not optimal for services for residents who have limitations (elderly and other limitations).

None of the above causes the quality of service expected can be realized. As a result, the community cannot feel evenly distributed services without obstacles. For example, the problems in terms are administration of Identity Card. If seen in Table 1 as one of the data of the owner of the Identity Card (KTP) in the area of West Halmahera Regency, so far it has not reached 75% of the existing population data.

Table 1: Data Issuance of National Identity Card until May 2019

No	Sub-District	Must have a National Identity Card	Number of Recording	Not recording yet	Regular Printing
1	Jailolo	23,736	23,550	186	12,972
2	Loloda	9,721	9670	51	3.130
3	mother	9,205	8,291	914	4,107
4	Tabaru	7,102	7,622	(550)	2,789
5	Southern Mother	10,657	8,339	2,318	4,807
6	East Sahu	8,108	6,891	1,217	4,609
7	Sahu	8,488	8,525	223	3,363
8	South Jailolo	15,123	14,133	990	4,218
9	East Jailolo	3,472	3,374	98	723
Total		95,872	90,395	5,477	40,718

Department of Population and Civil Registration West Halmahera cannot be denied is trying to realize the service of the public are qualified by way of administrative discipline. In fact, there are communities who have not been able to take care of population administration in accordance with expectations. This can be seen in terms of services that have not been running optimally, as well as in the management process that requires time that can even be days. This problem becomes even more complicated because demographically the people who live in the area of West Halmahera Regency live in the islands. As a result, the problem of accessibility is one of the obstacles in the process of population administration. Portrait of the area of West Halmahera Regency in the form of this archipelago can be seen in Figure below:

Figure 2: Regional Government of West Halmahera Regency



Source: BAPPEDA of West Halmahera Regency

Based on the data geographically District Halmahera West, can be seen that the areas of the region is still difficult to reach because apart from the archipelago, Regency of Halmahera West also has a distance that is sufficiently far between the districts with other districts. Compared to other places this situation is not much different, but there is a uniqueness that is not to be ignored on the strip this is that transports between villages are still using sea transport. Moreover, in the Loloda area that can only be reached by using an inter-village *speedboat*, because the area is in the form of a mountainous area and there are no land routes to connect between regions in this region. Geographical conditions and the lack of transportation infrastructure that makes the public service can not be equated with those areas that others who already take advantage of the sophistication of the technology. In fact, the West Halmahera region is indeed not ready to use public services that are more modern.

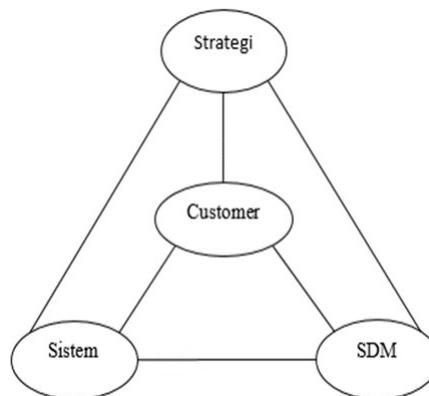
The long and winding process that must be passed by the community to get these services ultimately also has a financial impact because the community must also pay for transportation costs of not less than IDR. 100,000, to IDR. 700,000, - depending on the distance of an area, only to be able to take care of population administration to the district capital. These reasons why people do not too concerned with population administration that is actually important as citizens. How many portraits about the condition of transportation in West Halmahera Regency can be seen in Figure below?

Figure 3: Transportation in West Halmahera Regency



The issue of population administration services faced by West Halmahera Regency must of course be addressed immediately. One perspective that can be used was as stated by (West & Blackman, 2015). According to (West & Blackman, 2015) the public service system consists of three components, namely the service strategy system and human resources. It can be seen in the figure below:

Figure 4: Service Triangle Model



Source: (West & Blackman, 2015)

Based on the triangle of service the public are presented by (West & Blackman, 2015) mentioned that Halmahera district west have not been able to provide public services inadequate due because of these three systems servicing the public in West Halmahera, both in terms of service strategy, systems, and human resources still has a lot of constraints (Luti et al., 2012). In order to support the implementation of public services in the remote islands in the West Halmahera Regency needed supporting infrastructure and adequate transportation facilities. Improvement of infrastructure and transportation facilities is absolutely necessary so that the function of the government to be able to provide public services that are efficient, responsive, and comprehensive can be carried out properly.

V. CONCLUSION AND SUGGESTION

Public services that are felt by the people of West Halmahera district especially in the islands still need attention from the local government. Regional conditions that are geographically difficult to reach become obstacles for the community and the government to carry out service activities that should be felt by the

community. There are two important things to be considered by the local government and by the central government in terms of being a policy maker as a whole.

1. People living in the archipelago have difficulty accessing public services in this case for administrative services, because they are constrained by expensive transportation accessibility costs.
2. The local government has tried to do a "pick up the ball" system but this is constrained by an uncertain wave of time, so that in the end the government is always "waiting" for the people who will come to take care of the administration.

In connection with optimizing public services in the archipelago, it is important to restore the functions and tasks delegated to the sub-district in the field of government that can take care of all population administration. This effort will make people do not need to get to the district and incur large costs just to take care of population administration matters. In addition, it is also important to enact special policies for people in the archipelago to receive public services provided by local governments (State Civil Apparatus).

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