

**Research article**

# Public Service Innovation Population Administration Service System in Inland and Border Areas North Kalimantan (SIPELANDUKILAT)

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**Abstract.**

Border areas and new expansion areas are both often undeveloped areas, with limited facilities and infrastructure, far from urban centers or government, and with high inequality and poor availability of public services. In 2019, Sipelandukilat won the Top 45 Innovation award from the Ministry of State Apparatus Utilization and Bureaucratic Reform (KEMENPANRB). The purpose of this study was to describe the Sipelandukilat service innovations and identify the supporting and inhibiting factors of this innovation program. Descriptive qualitative methods were used, with data source triangulation. The results demonstrated that the implementation of the Sipelandukilat innovation program has gone well, although improvements are needed, especially for areas that have limited internet networks. There were eight factors driving the development of the Sipelandukilat innovations, but financial and demographic factors were the most important. Meanwhile, there were two factors that hindered the innovations, namely the risk aversion cultural factor and the inability to deal with risk and change.

**Keywords:** new expansion areas, innovation attributes, supporting and inhibiting factors of innovation.

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## 1. INTRODUCTION

Law No. 20 Year 2012 concerning the establishment of the province of North Kalimantan explains that the main purpose of establishing the province of North Kalimantan is one of the efforts to provide solutions to optimize public services. So that it can shorten the span of government control, so that it becomes more efficient and effective in accordance with the principles of good governance in order to realize the welfare of the surrounding community, increase competitiveness and strengthen the integrity of The Unitary State of the Republic of Indonesia (NKRI) in border areas.

The research of Ali, Mawar and Syah [1] states that the main purpose of regional expansion is to improve the welfare of the people in the surrounding area, so that


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they can improve and accelerate services to the community, democratic principles, regional economic growth, management of regional resources, security and order, and harmonious relationship between the center and the regions. While Tenrini quoted Juanda, the purpose of the expansion is to increase the professionalism of the regional civil servants in administering a more effective and efficient government in order to improve the quality of service to the community, so that the community can directly access public service units in rural and urban areas. In addition, there are several factors that can be used to assess the quality of public services in the regions, especially the new expansion areas, among others, the availability of educational services, services for health, the availability of basic facilities and infrastructure and services related to population administration [2].

In the era of the modern era, advances in information technology have developed very rapidly, and have changed the way people live. People can easily get access to a lot of information, so that people's knowledge is also growing. People are now becoming more critical, thus demanding the government to fulfill the wishes of the people and improve public services. Kurniawan [13] Public services are the most visible measure of government performance. The public can directly assess the government's performance based on the services it receives. For this reason, the quality of public services is a fundamental matter that must be improved immediately. According to Maulana and Yulianti [14], service innovation is a solution to streamline the implementation of public services so that they can run according to the desired norms, namely the norms of justice, transparency, accountability, and openness. Pratama [15] explained that the innovations carried out by the Licensing Service Office (KPP) for micro, small and medium enterprises (MSMEs) of Kediri City have added value for micro, small and medium enterprises (MSMEs) are the ease of service and service improvement. Moreover, research by Thenint [3] explains that European public services represent between 40% and 55% of GDP – compared to 32% in the United States, 26% in Japan, 16% in China or 17% in India. The important role of public services as a demonstrator, as a standard setter, as a way to increase comparative advantage for European competitiveness.

There are still many public services in the regions that have not been maximized, especially in border areas or new expansion areas. Barriers that often occur are the provision of services that are still not good, the quality of local government apparatus resources is still low, then there is no plan to place the appropriate apparatus because it is not in accordance with the expertise in their field, the limited number of available apparatus [1]. In addition to supporting facilities and infrastructure or very limited

infrastructure. Based on 2017 Ombudsman data on Public Services, North Kalimantan is included in the Provincial Government in the red zone (Low Compliance Predicate). The service unit in the North Kalimantan Provincial Government does not provide (1) slogans about services, (2) special services for people with disabilities, (3) special facilities for people with disabilities, (4) service announcements, and (5) fees/tariffs [4]. Therefore, it can be concluded that the North Kalimantan Provincial Government does not yet have the maximum ability to provide services according to the specified standards. Services in the North Kalimantan Provincial Government are also not transparent in conveying information related to their services, especially related to service fees/ tariffs. So there is the potential for illegal levies. As a newly formed province, the Provincial Government of North Kalimantan must provide services that are free from unofficial levies.

In 2019, the Ministry of State Apparatus Empowerment and Bureaucratic Reform has determined the Top 45 Innovations for all government agencies, including from the North Kalimantan Provincial Government, through the Sipelandukilat program or the Population Administration Service System in Border and Inland Areas in North Kalimantan [5]. The Provincial Government of North Kalimantan developed the Sipelandukilat innovation, with the aim of providing easy population services for people in border and interior areas. So that people in border and interior areas can access it directly. In addition, the Sipelandukilat innovation is one of the efforts of the North Kalimantan provincial government as a guarantee of legal protection for all Indonesian citizens (WNI) to be able to make population documents so that nationalism and national integrity are getting stronger, with faster, better and free services. charged at all. Residential document services include recording or printing e-KTP, Family Cards, Birth Certificates, Marriage Certificates, Death Certificates, NIK and Child Identity Cards (Law Number 23 of 2006).

## 2. Literature Review

### 2.1. National Border Area

The North Kalimantan region is a border area and is the youngest province in Indonesia, North Kalimantan is a division of the East Kalimantan Province, which was ratified on October 25, 2012. The problems that occur in the border area are influenced by different factors such as geographical factors, availability of natural resources, human resources, social, economic, cultural, political conditions and the level of community welfare. According to the results of Sudiar's research, border areas are often perceived

as underdeveloped areas, this can be seen from the indicators, including the lack of advice and infrastructure, located far from urban centers or government, high gaps with urban communities and availability of infrastructure. poor public services [6].

## 2.2. Public Service

Law No. 25 of 2009 explains that public services are activities or series of activities aimed at meeting the needs of public services in accordance with laws and regulations on goods or services as well as administrative services provided by the state or government. Public services are service activities for the needs of the community, including basic services in accordance with the mandate of the applicable laws and regulations. The implementation of services for all citizens must be carried out with the principle of good quality, as well as professionalism and integrity for goods or services, or administrative services in meeting the needs of the community [7].

## 2.3. Public Service Innovation

Improving public services is the goal of implementing bureaucratic reform. According to Law Number 11 of 2019 it can be concluded that innovation is a work of thought, or the result of research, or development, as well as a result of application, which must have an element of novelty and have also been implemented so that it can have an economic impact and, or beneficial to the social life of the community. According to Rogers in Suwarno [8], that innovation is a thought, or a concept of an idea, in a practice or object and can be accepted as a new factor that can be followed or adopted by a person or a group. So that innovation is also the application or implementation of new ideas or ideas, it can be in the form of services, products or methods that can be adopted. In addition, innovation can be sourced from new things implemented by other organizations that can be imitated in order to improve a service, method or product within an organization. The essence of innovation is to be able to provide better results.

## 2.4. Innovation Supporting Factors

According to Suwarno [8], there are two factors that can influence to encourage and inhibit innovation, these are analyzed from the internal environment and the external environment. The internal environment is the environment within the organization related to performance, including vision, mission, facilities and infrastructure, human

resources, management, finance and marketing. As for the external environment related to the macro environment and micro environment. The macro environment includes demographic, socioeconomic, technological, political, and socio-cultural aspects, while the micro environment relates to customers and competitors. Research by Rahmawati and Suryawati explains that factors that can encourage innovation in the public service sector include [9]:

1. Vision and Mission
2. Facilities and Infrastructure
3. Human Resources
4. Finance
5. Demographics
6. Technology
7. Politics
8. Public Awareness

## 2.5. Inhibiting Factors for Innovation

According to Albury in Suwarno [8], one of the factors that can hinder innovation is a culture of risk aversion or a culture that does not like risk. Meanwhile, another factor is that the public sector institutions on average do not have the competence to deal with the risks that will arise. In addition, dependence on certain figures who have good capacity, so that when that figure is not present, there is stagnation or also problems in the work. Albury in Suwarno [8], explains that there are several factors that can hinder public service innovation, including:

1. Risk aversion culture
2. Reluctance to close failed programs
3. Dependence on certain high-performing figures
4. Technology already exists, but it is still hampered by culture and arrangement organization
5. No rewards or incentives

6. Inability to face risk and change
7. Short-Term Budgeting and Planning
8. Administrative pressures and barriers

## 2.6. Innovation Attributes

The attribute of innovation is a way to observe the characteristics or characteristics of an innovation, as a new way that can replace the old way of doing or producing something. According to Rogers in Suwarno [8], the attributes of innovation include the following:

### 3. Relative Advantage

Innovation must have an impact of excellence and better value than the previous state. So that innovation must have a novelty value that is a distinguishing feature from other factors.

### 4. Suitability

Innovations must have the trait of being compatible or compatibility between the new innovation and the old state or innovation. So that old innovations are not always replaced as a whole, but old innovations can be a stage in the transition process to the latest innovations. This can also simplify an adaptation process and can also be used as a learning process in an innovation that is more effective and efficient.

### 5. Complexity

An innovation must also have a higher level of complexity and be better than the old innovation. But innovation provides convenience in a better and new way, and has a level of complexity that can be anticipated.

### 6. Trial Capability

In addition, innovations must have been tested and proven to have better benefits or value than existing innovations. Therefore, innovations must go through a public test

phase, so that all parties have the same opportunity to test and provide an assessment of the quality of new innovations.

## 7. Observability

Innovation must also have observable properties so that it can be concluded that the new innovation produces value better benefits than previous innovations. Based on the innovation attributes described above, it can be concluded that innovation is a new way that can replace the old way in a production or a process. But there is one important thing that must be remembered that innovation contains a geophysical dimension, which means placing something new in a place or situation, but it can be an old innovation but implemented in another place that has not used or has an old innovation. so that it can be considered as an innovation. As long as it has the main feature of novelty. In addition, innovation in the public sector will have different characteristics from the innovation used in the business sector.

## 8. Research Model

The development of this research model is based on references from previous research, including research conducted by Ahmad (2018) which aims to analyze the application of forms of innovation and the factors that support and hinder the implementation of innovation at the local government level. Furthermore, Rachmawati's research (2016) which aims to describe the implementation of the Media Center information and complaint service system at the Surabaya Communication and Information Office, as well as the results of research from Suhartatik, Muchsin and Widodo (2019) aims to describe the quality of service and analyze the supporting factors and an obstacle to innovation in making SKCK Online at the Public Service Office at the Malang City Police Intelligence and Security Unit.

The focus of this research is to describe the implementation of Sipelandukilat innovation and to find out the supporting and inhibiting factors of Sipelandukilat innovation. The concept and indicators of innovation supporting factors adopt the research of Rahmawati and Suryawati [9], while the innovation inhibiting factors and innovation attributes adopt Suwarno's reference [8].

## 9. Method

The research method used in this study is descriptive using a qualitative approach, with the aim of being able to describe, summarize various conditions, various situations, various phenomena of social reality that are the object of research and attempt to draw conclusions as a feature, characteristic, trait, model, signs or descriptions of certain conditions, situations, or phenomena. The locus of the research was at the Office of Population and Civil Registration of North Kalimantan Province. The resource persons in this study were selected based on the consideration of certain criteria that have been set by the researcher and considered to know and understand the problems in this study, the key informants of this research were the Head of the Department of Population and Civil Registration of North Kalimantan Province and the innovation team of Sipelandukilat of the Office of Population and Civil Registration of the Province of Kalimantan. North. Then in this research can be developed using the snowball technique, where the selection of further informants with the aim of extracting more varied and valid data on the basis of recommendations from key informants, then to verify the data or information that has been obtained, researchers also compare data from community responses. who have knowledge or understanding of the formulation of the problem, with the informants being the community / residents who are managing population data at the Office of Population and Civil Registration of North Kalimantan Province [10].

Data collection in this study was carried out by interviewing techniques, as well as from a review of existing documents at the relevant agencies or offices. In order to obtain more valid data, the existing data is verified by conducting interviews with several sources who are considered to have knowledge related to the substance of the existing data. Then this research also conducts a document review to verify the data that has been obtained. The documents examined are the SIPELANDUKILAT innovation proposal and the Strategic Plan of the Population and Civil Registration Office of North Kalimantan Province. Data analysis by Miles and Huberman, starting with data reduction, data display and conclusion drawing/verification data [11]. The technique of checking the validity of the data in this study is by triangulation of research data sources, with the community North Kalimantan Province and the community.



## 10. Results and Discussion

The results of the research conclusions can be divided into two main parts. The first part explains the description of the implementation of Sipelandukilat innovation, Next, part two explains the supporting and inhibiting factors of Sipelandukilat innovation.

1. Based on the results of the interview in the discussion explaining that the implementation of the Sipelandukilat Innovation has been going well, this can be seen from the five attributes of innovation that have contributed to the implementation of Sipelandukilat service innovation, although it still needs a little improvement, especially for areas that have limitations. on the internet network. Indicators for analyzing public service innovations used in this study include:
2. Relative Advantage: The Sipelandukilat service has advantages or more value than the previous innovation, because with the Sipelandukilat innovation service the public can obtain population documents for free and faster than the situation before the Sipelandukilat innovation service.
3. Compatibility: The Sipelandukilat service is in accordance with the needs of the people in North Kalimantan Province, because with the Sipelandukilat innovation service system that picks up the ball by coming to communities living in remote and border areas. So that it will be easier for the public to obtain residence documents. Other evidence is that the number of people who have residence documents from year to year has increased significantly since 2017 or since the innovation of the Sipelandukilat service.
4. Complexity: The Sipelandukilat innovation service is already understood by the people in North Kalimantan, because the requirements for getting the service have been simplified so that people only need important and basic documents to obtain the required population documents.
5. Trial Capability: The implementation of Sipelandukilat's innovation service runs smoothly and has no significant obstacles, except during the covid-19 pandemic. Because before the Sipelandukilat Team arrived there was already assistance from village or sub-district officials. In addition, with the innovation of the Sipelandukilat service, the community does not need to come to the Regency or City capital just to take care of population documents.
6. Observability: The Sipelandukilat service also has ease of observation, advantages or added value compared to the old innovation, because with the innovation of

the Sipelandukilat service, it is easier for the community to take care of population documents, another advantage that the community can obtain population documents more quickly and free of charge. so that the enthusiasm of the community is also high and because of its advantages that are easy to measure and can be felt by the community, in 2021 the Sipelandukilat innovation service will be expanded to coastal areas that are difficult to reach and do not yet have access to adequate transportation facilities.

7. Based on the data and the results of the discussion, it is explained that there are 8 factors that encourage the development of Sipelandukilat innovation, financial factors and demographic factors from the geographical sector are the most important factors in the development of Sipelandukilat innovation. Meanwhile, there are 2 factors that hinder Sipelandukilat's innovation, namely the risk aversion culture factor and the inability to deal with risk and change, for a complete explanation, they are as follows:
  8. Innovation Supporting Factors:
  9. Vision and Mission: The development of Sipelandukilat innovation is one of the factors that encourage Sipelandukilat innovation, the North Kalimantan DUKCAPIL Service as one of the regional work units (SKPD) under the coordination of the provincial government carries out the task to achieve the vision and mission of the Governor of North Kalimantan. increasing ownership of residence documents for the people of North Kalimantan.
  10. Facilities and Infrastructure: Another factor that contributes to the development of Sipelandukilat innovation is Facilities and Infrastructure. Because it has been supported by a special budget allocation in the implementation of Sipelandukilat innovation services and uses existing resources at the North Kalimantan DUKCAPIL Service and Regency or City DUKCAPIL Offices in North Kalimantan so that the existing facilities and infrastructure are sufficient.
  11. Human Resources: Human resources are influential in the development of Sipelandukilat innovation. The Sipelandukilat Service is a joint team between the employees of the Provincial Population and Civil Registration Service and the Regency / City Population and Civil Registration Office and added with the surrounding village officials. In addition, of the 28 employees in the Department of Population and Civil Registration, North Kalimantan Province is dominated by a workforce with an undergraduate education, there are 17 people and 5 people with a master's degree.

12. Finance: Based on the data and discussion results, financial factors are one of the important factors in the implementation of Sipelandukilat service innovations. The budget allocation for the implementation of Sipelandukilat services is specifically budgeted from the North Kalimantan Provincial Budget and in 2019 received an additional Regional Incentive Fund (DID) from the KemenPANRB of around Rp. 7.2 billion.
13. Demographics: Based on the data and the results of the discussion, demographics from geographical conditions are also an important factor in the innovation of Sipelandukilat services. With a very wide geographical situation and inadequate facilities and infrastructure, it becomes an opportunity for the development of Sipelandukilat innovation. This geographical limitation is also one of the factors in the development of the "Flying Doctor" innovation which is included in the Top 99 2020 Public Service Innovations at the KemenPANRB.
14. Technology: The existing technological resources are sufficient, which is one of the factors that encourage the development of Sipelandukilat Innovation. Due to the limitations of existing facilities and infrastructure in remote and border areas, in order to provide optimal and well-run services, the Sipelandukilat team brought their own tools needed in making population documents, such as printers, laptops or modems in order to access the internet and others.
15. Politics: Political factors are also one of the important factors in the development of Sipelandukilat innovation. The Sipelandukilat innovation program is one of the flagship programs of the North Kalimantan Provincial Government, because it is one of the Visions and Missions of the Governor of North Kalimantan to increase ownership of population documents, so that Sipelandukilat innovation is also supported by the availability of an annual budget that is allocated specifically for the implementation of the Sipelandukilat Program originating from APBD and obtain political support from the DPRD of North Kalimantan in terms of budget approval for the Sipelandukilat Program.
16. Public Awareness: The development of Sipelandukilat innovation is also driven by the level of public awareness about the importance of ownership of population documents, Sipelandukilat innovation services are EASY, FAST, ACCURATE and FREE, making the community happy so that public enthusiasm will also increase. Data obtained from the DUKCAPIL Office of North Kalimantan Province also explains that the number of ownership of population documents in North Kalimantan continues to increase significantly every year.

17. Inhibiting Factors for Innovation :
18. Risk aversion culture: The risk intervention culture is one of the factors that hinders the development of Sipelandukilat innovation. Suwarno in Narsa [12] also explains that the organizational structure in the public sector is rigid, inflexible, and has more status-quo characteristics, so that they tend to dislike change.
19. Reluctance to Close Failed Programs: Reluctance to close failed programs is not a factor that hinders the development of innovation, because there are no failed programs implemented at the Department of Population and Civil Registration of North Kalimantan. In addition, there are already laws and regulations that become the legal umbrella regarding procedures and procedures for managing population documents to facilitate the implementation of Sipelandukilat innovation in North Kalimantan Province.
20. Dependence on certain high-performing figures: the dependence factor on certain figures who have very high performance is not an obstacle to Sipelandukilat service innovation, because the development of Sipelandukilat Innovation is carried out in a team and human resources at the DUKCAPIL Office of North Kalimantan Province on average - average bachelor degree (S1).
21. Technology already exists, but it is still hampered by culture and arrangement organization : The inhibited factor in organizational culture and arrangement is not an obstacle to Sipelandukilat innovation because the existing technology is sufficient and employees at the Population and Civil Registration Office are accustomed to utilizing technological advances to support good performance. optimal. In addition, there is an employee competency development program at least once a year according to Government Regulation Law Number 11 of 2017.
22. No rewards or incentives: The absence of special awards or incentives is not an obstacle to Sipelandukilat's innovation. Sipelandukilat services can continue to run well because of the commitment of the North Kalimantan Provincial DUKCAPIL employees because Sipelandukilat innovation is one of the flagship programs of the North Kalimantan Provincial government in accordance with the policies of the Governor of North Kalimantan. was determined because it includes task activities in the SKP of the North Kalimantan DUKCAPIL Office employees.
23. Inability to face risk and change: The inability to deal with risk and change is an important factor that can hinder SIPELANDUKILAT innovation, because organizations in the public sector, especially employees, tend to be reluctant to deal with

risk, and choose to carry out procedural-administrative work with minimal risk. In addition, even institutionally, the character of work units in the public sector generally does not have the ability to handle the risks that arise as a result of their work [8]. The media also tend to expose failures to government organizational policies excessively and reveal mistakes to the public [12].

24. Short-Term Budgeting and Planning: Planning and budgeting factors whose period is too short are not an obstacle to Sipelandukilat's innovation, because the planning and budgeting have been well planned. This can be seen from the cost of implementing the Sipelandukilat service whose budget is allocated from the APBD which has been approved by the DPRD of North Kalimantan Province. In addition, the Sipelandukilat team will provide services in villages or sub-districts that have set targets for population documents that must be completed.
25. Administrative pressures and barriers: Based on the results of the discussion, Administrative pressures and obstacles are not one of the inhibiting factors for Sipelandukilat innovation, because the administrative management for population data has been regulated by Law Number 24 of 2013 and other regulations, so that the implementation of Sipelandukilat services is in accordance with with the applicable rules. The Strategic Plan of the DUKCAPIL Office of North Kalimantan Province also determines the targets and indicators that must be achieved, in a measurable and clear manner.

## 11. Conclusions

1. Based on the results of the interview in the discussion explaining that the implementation of Sipelandukilat Innovation has been going well, this can be seen from the five attributes of innovation according [8], all of which contribute to the implementation of Sipelandukilat service innovation, although it still needs a little improvement for improvement, especially for areas that have limitations on the internet network.
2. Based on the data and discussion results, it is explained that there are 8 factors that encourage the development of Sipelandukilat innovation, financial factors and demographic factors from the geographical sector are the most important factors in the development of Sipelandukilat innovation. Meanwhile, there are 2 factors that hinder Sipelandukilat's innovation, namely the risk aversion culture factor and the inability to deal with risk and change.

3. This study also got some conclusions that can be used as additional information for provinces or districts and cities that have constraints in geographical conditions, inland and border areas or adequate facilities and infrastructure. Provincial governments can play a more active role in picking up the ball or coming directly to remote and border areas, which is a good solution to provide public services to the surrounding community, so that it can help City or Regency governments who still have limited budget. For example the innovation of Sipelandukilat and Flying Doctor in North Kalimantan Province.

Recommendation that can be taken in this research include:

1. SIPELANDUKILAT services in areas that have limited internet network connections so that solutions are prepared to anticipate them, it can be by preparing tools to strengthen the internet network so that they can be connected to servers at the center or at the Ministry of Home Affairs, if there are no tools to strengthen access network connections, and must be printed in the district capital, so as much as possible the recording data that has been taken in the interior and border areas is printed in the district or city capital and immediately sent to the community in coordination with the apparatus at the district or city DUKCAPIL office.
2. To anticipate the high enthusiasm of the community in managing documents, the Sipelandukilat Team can increase the quota of documents or blanks that are brought to the regions to anticipate the high enthusiasm of the people in obtaining population documents.

The limitation of this research is that research planned to use a technique of checking the validity of the data with triangulation in obtaining direct data from people who receive the Sipelandukilat innovation service, but due to the COVID-19 pandemic, it is not carried out, in accordance with the recommendations of the health protocol from the central government to avoid places - a gathering place for many people, but in order to maintain validity and implement triangulation in obtaining data sources or techniques in obtaining data, the technique for obtaining data from community sources was replaced by contacting the community who had received Sipelandukilat services via telephone. Of the 6 community resource persons, 3 were randomly selected as resource persons, while at the same time comparing data from interviews with informants at the DUKCAPIL Office of North Kalimantan Province. For future research, direct observations in the field can be carried out to verify the actual situation and triangulate data collection methods. In addition, future research can also use a quantitative approach to draw conclusions

so that they can be generalized about the implementation of the SIPELANDUKILAT innovation.

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