Publik (Jurnal Ilmu Adminsitrasi)
Vol. 12 No. 2 Tahun 2023
DOI: http://dx.doi.org/10.31314/pjia.12.1.107-120.2023
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ISSN: 2301-573X E-ISSN: 2581-2084

Orderly Administration of Government: Toponymy and Territorial Mapping Implementation in Sangihe Island Regency

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Abstract. As a border area, Sangihe Islands Regency is interested in implementing toponymy to realize orderly government administration, protect the sovereignty and security of the territory of the Unitary State of the Republic of Indonesia, and preserve cultural, historical and customary values. This study aims to describe and describe the process of implementing toponymy and mapping areas in the Sangihe Regency, along with findings on all matters that influence the implementation of these policies to orderly government administration. This study uses a qualitative method with a case study approach. The results showed that within one year, the government, through the district toponymic work team, proposed 396 topographical names from various elements and standardized 165 topographical names while still paying attention to local wisdom. The district work team focused on collecting data and naming the outermost islands' topographical features to protect Indonesia's border areas. In its implementation, there were several obstacles related to the budget and the number of surveyors and the quality of surveyors. Therefore, the local government and district work teams must commit to providing a toponymy budget for 2023, increasing the number of surveyors and giving training to surveyors for the accuracy of topographical names in the Gazetteer of the Republic of Indonesia as a single reliable and accountable reference and to collaborate or build cross-sectoral synergies.

Keywords: Toponymy; Government; Administration; Border

Received:02-02-2023 ***Revised***:04-12-2023 ***Accepted***:09-12-2023

INTRODUCTION

Referring to Government Regulation No. 2 of 2021, the regulation and administration of toponymy names, in this case, toponymy, aims to create an orderly administration of government, protect the sovereignty and security of the territory of the Unitary State of the Republic of Indonesia, and preserve cultural, historical, and customary values. Topographical names or geography or toponymy are names given to topographical elements, both natural and artificial elements. The provision of topographical names has been standardized by the National Names Authority (NNA) and packaged in the national gazette as mandated and recommended by the resolution of the United Nations Group of Experts on Geographical Names (UNGEGN) as the United Nations expert group on geographical names (BIG, 2021). In the Geospatial Information Agency Regulation Number 6 of 2017 it is explained that the national Gazeter is a list of topographical names accompanied by information on the type of element, position, location within

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the administrative area, and other necessary and standardized information. According to the Head of the Geospatial Information Agency, Muh Aris Marfai, a Gazeter is like a birth certificate essentially to identify the name of an area or place and has an essential role in the national development process because it is a government document reference (Media Indonesia, 2021).

Government Regulation no. 2 of 2021 describes the Topographical element as that part of the earth's surface above or below sea level that can be identified as a natural or artificial element. Topographical elements consist of a) Natural elements, formed naturally, including Islands, Islands, Mountains, Mountains, Hills, Highlands, Caves, Valleys, Headlands, Peninsulas, Bays, Lakes, Rivers and Estuaries; b) Man-made elements, made by humans, including Airports, Dams, Reservoirs, Bridges, Tunnels, Lighthouses, Residential Areas, Industrial Areas, Land / Sea Management Areas, Temples, Monuments and Administrative Areas. Toponymy needs to be standardized to create an orderly administration in the field of standardizing topographical names in Indonesia and to ensure the orderly administration of the territory within the framework of the Unitary State of the Republic of Indonesia. In addition, it can create a national Gazeter so that there is a common understanding of topographical names in Indonesia, as well as create accurate data and information about topographical names throughout the territory of the Republic of Indonesia, both for the benefit of national and international development.

From the explanation before, the Sangihe Islands Regency Government is interested in implementing this policy. Apart from the laws and regulations that mandate an orderly regional administration, the urgency of toponymy in Sangihe is given the geographical conditions as the border region of Indonesia and the Philippines. Previous studies have shown that the country's border areas are full of social problems such as human trafficking, illegal fishing, border crossers without clear documents, smuggling, terrorism crossings, and so on, which require comprehensive problem-solving that requires the government and society to work together in maintaining security stability (Marihandono, 2016; Muradi, 2017; Ifeanyi-Aneke et al., 2021; Shanthi, 2022; Gumy et al., 2022) Research by Haryono, E. B. Madjid, 2021 in Natuna shows that the determination of the Toponymy of the North Natuna Sea is essential for the strategic position of the North Natuna Sea to maintain maritime security stability. Standardization of island names is part of the nation's geostrategic efforts. The naming of the area related to North Natuna further emphasizes the identity of the Indonesian State in the Natuna waters. Previously, based on the author's search regarding toponymy research on Google Scholar from 2017-2022, several studies had been carried out regarding the implementation of toponymy in several regions in Indonesia. Research Nugroho & Darrajati, 2022 focuses on the role of local government in

implementing or organizing toponymy and mapping of the Cirebon Regency area. Research conducted by Nugroho A., 2020 related to the Implementation of Policy Guidelines for Naming/Toponymy of Artificial Elements of Topabumi in the Regional Government of the Special Region of Yogyakarta where the indicators used are the guidelines used in the process of naming artificial elements of topabumi which must be fulfilled in DIY Governor Regulation No. 39 of 2015. Meanwhile, other research focuses on the implementation of Web GIS for Toponymy Applications (Rahmawati, 2018). Toponymy of Business Entities in the Special Autonomy Era of Papua by analyzing economic, socio-cultural and political values ((Marit, 2017), and Toponymy of sub-districts in Banyuwangi by historical approach (Mursidi, A., & Soetopo, 2018).

From the explanation related to previous research, it can be concluded that this research is different in focus and research locus. This research focuses on the implementation of toponymy and regional mapping in Sangihe Islands Regency as well as findings regarding all matters that influence the implementation of these policies in efforts to orderly government administration by referring to Government Regulation no. 2 of 2021. Apart from its position as a border region, the urgency of implementing toponymy in the Sangihe Regency is related to orderly government administration. With PP No. 2 of 2021, the implementation of toponymy needs to be carried out in an orderly, integrated, effective and efficient manner and guarantee accuracy, up-to-date and legal certainty. This is important to do because it is closely related to local government policymaking. In formulating policies, regional governments need more detailed and comprehensive implementing regulations related to geospatial information to avoid confusion, errors and overlapping information, resulting in uncertainty in the law, development budgets and information. The availability of geospatial information down to the village level is needed to support national development programs (Geospatial Information Agency, 2021). Therefore, toponymy becomes an important part of government affairs to orderly administration. Nugroho & Darrajati reserach, 2022 shows that orderly topographical/geographical naming will help to avoid confusion and mistakes in referring to a place/location.

Departing from this presentation, one way to realize the government's commitment to improving the quality of public services to the community can be by implementing toponymy policies. According to Uang et al., 2020; Sønderskov & Rønning, 2021 in maximizing public services, public servants must be ready and responsive to future situations and changes. Mapping administrative boundaries down to the RT & RW level is one type of village arrangement that improves the quality of village governance and manifests orderly government administration for regional development. Administrative boundaries can provide clarity and certainty for RT &

RW boundaries so that urban or regional spatial planning can be carried out better and contribute to the reliability of data submitted in decision-making for a city or regional management policy (Anggara & Basyid, 2021)

It is known that Sangihe Islands Regency as a border area, still needs to have village boundary mapping. Meanwhile, as a border area, Sangihe Islands Regency has a large administrative area consisting of 145 villages, 22 sub-districts and 117 islands. The not optimal coordination of topographical administration implementation and the updating of codes and data on government administration areas between the Provincial and Regency governments and the lack of topographical toponymy data in Sangihe Islands Regency is a problem that must be addressed immediately. A simple calculation, if this can be done for 145 villages and 22 sub-districts, it will maximize public services for people in border areas. In addition, based on the author's investigation, no research has been conducted on toponymy implementation in Sangihe Islands Regency, so it is hoped that this research can enrich references related to toponymy implementation for future researchers and provide ideas for the government of Sangihe Islands Regency. Apart from this, the authors are interested in conducting research related to this topic to describe the implementation of toponymy and regional mapping in the Sangihe Regency, along with findings on all matters that influence the implementation of these policies to orderly government administration.

METHODS

This study uses a qualitative method with a case study approach. The qualitative method was chosen to explore and understand the toponymy implementation process and area mapping in the Sangihe Archipelago District. With a case study approach, this research is expected to be able to answer the research objectives, namely to describe and describe the process of implementing toponymy and mapping of areas in the Sangihe Archipelago Regency along with findings on all matters that influence the implementation of these policies to orderly government administration. This research was conducted in Sangihe Islands Regency in June-July 2022. The data collected is the result obtained through in-depth interviews with purposively selected informants to answer the research objectives, in this case, the local government of Sangihe Islands Regency. Then a literature study is also carried out, and existing archives/documents or written literature are closely related to the research title. The data analysis process was carried out through the stages of identification according to the research objective group, managing and interpreting the data, then abstracting, reducing, and checking the validity of the data.

RESULTS AND DISCUSSION

The process of implementing toponymy and mapping areas in Sangihe Islands Regency refers to PP 2 of 2021 concerning the Implementation of Topographical Names and Geospatial Information Agency regulations Number 6 of 2017 concerning the Implementation of Standardization of Topographical Names. The implementation of toponymy and regional mapping in the Sangihe Islands Regency will begin in 2021 with the intervention of the Geospatial Information Agency. It is known that there are already 5 islands that have been standardized in the 2021 Gazeter, but after being confirmed with Kapitalaung or the local village head, the five objects identified as islands are mangrove trees. There are 3 islands in Malueng Village, 1 island in Talengen Village and one island in Bowongkali Village, where all of them are included in the Central Tabukan District. From the results of the interviews, it is known that this is happening because the Geospatial Information Agency's data collection is only via satellite and the confirmation is only to the Head of the Technical Sub-Division at the district level, not Kapitalaung or the head of the local village.

Then, in 2022 through the Regent's Decree Number 115/710/2022 a Working Team for the Implementation of Topographical Names was formed in Sangihe Islands Regency, led by the Regional Secretary as the team leader. As the head of the work team, the Regional Secretary makes an Assignment Letter to members of the work team, a combination of several related regional work units. This refers to BIG Regulation NO 12 of 2019 that in implementing the Standardization of Topographical Names in the district/city area, the Agency is assisted by the Regency/City Work Team. Warrant of Task of Regional Secretary of Sangihe Islands Regency Number 1035 of 2022 assigned 21 district work teams to collaborate in the successful implementation of toponymy in Sangihe Regency.

From the table 1 it can be seen that the positions of the toponymy work team in Sangihe consist of signing verifiers, Transaction Making Verifiers, Follower Verifiers and Surveyors. The number of surveyors for the Sangihe Islands Regency so far is 18 people. The Warrant of Assignment of the Regional Secretary for Sangihe Islands Regency emphasizes the role of the Verifier to examine the results of the Collection of Topographical Names from Surveyors through the SINAR application using a Laptop. The Signing Verifier in addition to his duties as Verifier, is also the Study leader who will sign the Minutes of District Study results

Table 1. Toponymy Implementation Working Team for Sangihe Islands Regency

Department/Institution	Amount	Department
Administration Section of the Regional Secretariat of the Sangihe Islands Regency	3	Signatory Verifier, Transaction Maker Verifier, and Follower Verifier
Planning and Research Agency, Regional Development Development	7	Follower Verifiers and surveyors
Department of Fisheries	3	Follower Verifiers and surveyors
Public Works Service	8	Follower Verifiers and surveyors

Source: Author data processing

In addition to their duties as a Verifier, the Transaction Maker Verifier is also responsible for organizing the review work of other Verifiers. Follower Verifiers are additional Verifier personnel to assist Signatory Verifiers in the review process. The surveyor is tasked with collecting/proposing Topographical names to the Verifier through the SINAR application (www.sinar.big.go.id) using an Android smartphone. So far, the district government is trying to name natural and artificial earth elements and is coordinating with the central government through the SINAR application managed by the Geospatial Information Agency.

The vanguard of toponymy implementation in Sangihe, namely the Regency/City Working Team, primarily the surveyors, started with an inventory of data and information related to Topographical Names in their area, starting from area historical records and checking the results of collecting data and information related to Topographical Names in their area by involving the sub-district and village government related to naming a place or mapping village boundaries. This is done to avoid mistakes in naming the appearance of the earth. In the next stage, surveyors and verifiers manage data and information related to Topographical Names in their area and then propose the results of an inspection of Topographical Names to be standardized to the Geospatial Information Agency through the Provincial Working Team as a basis for making maps and mapping areas. So far, coordination with the center and other technical matters are handled by young expert planners (certain functional positions) in the government department in charge of the regional administration. Within several months, the local government through the District Toponymy Working Team actively socialized and coordinated with the village and sub-district governments as well as the central government for the stages of topographical confirmation and mapping.

Table 2. Proposal of Topographical Names for Sangihe Archipelago Regency

ELEMENT	AMOUNT
Village	12
Church	82
Mountain	4
Hotel/Motel/Hostel/Inn	10
Regency	1
Regents office	1
District Office	3
Village Office	22
Subdistrict	3
Village	23
Mosque	22
Tourism/Cultural Recreation	1
Beach tourism/recreation	2
Seaports	1
Domestic Airport	1
higher education	2
Religious/Other Social	1
Island	137
Peak	51
Supporting Health Center/Puskesmas	14
Restaurants/Dining Places	1
Total	394

Sumber: Sinar.go.id (2022)

Table 3 Status of Proposed Topographical Names for Sangihe Islands Regency

STATUS DATA	AMOUNT
Draft Announcement	2
Study	3
Determination	165
Provincial recommendation	224
Total	**394**

Source: Sinar.go.id (2022)

According to the Sangihe Islands Regency Topographical Name Implementation Working Team, so far it has proposed 394 topographical objects through the SINAR application (https://sinar.big.go.id), but 200 still need to be standardized. The data collected by the authors from the SINAR application shows that in Sangihe Islands District 394 topographical names have been proposed with several natural and artificial elements, as shown in Table 2 and there have been 165 topographical names that have been determined while 225 topographical names still have status provincial government recommendations as listed in table 3.

In addition to realizing orderly government administration and protecting the sovereignty and security of the territory of the Unitary State of the Republic of Indonesia, the naming of the topography of the Sangihe Archipelago Regency refers to cultural, historical, and customary values. From the results of interviews, it is known that the government proposed Toadu Sura or Tanjung Sura in Salurang District, one of the national cultural heritages in the Ministry of Education and Culture because there is a tomb of King Makaampo who was the first king of the kingdom of Tabukan (1530-1575) and managed to unite Sangihe Island but has not yet been included in the list of national islands. The naming of the appearance of the earth in Sangihe is also done in a unique way where one island is named Masetang Island, which means island of many devils according to local people's beliefs. There are also the islands of Sambo and Batusambo, which the Sangihe people call Sasambo, namely mantra poetry sung by the traditional elders of the Sangihe community which is a form of local wisdom. There are also several islands that are named after rare and protected birds that often land or live there, such as Senggelohe Island, where the Sanggelohe or Perling beetle (Aplonis epanalepsis) lives, and Punting Island, where the Punting or Kumkum birds live. This bird eats the nutmeg, but it cannot be digested, so it comes out intact along with the feces and is taken by the local community to be sold because the price is higher than the price of ordinary nutmeg.

In the effort to implement topographical naming in Sangihe, the work team experienced several obstacles, including the budget. The budget for toponymy implementation in Sangihe Regency in 2022 is taken from the food and drink expenditure posts and official travel expenses in the Governance Section. The current obstacle is that there is no budget for boat rentals for field trips to the islands in the Nusa Tabukan District and the Marore Islands District, which incidentally are the border areas between Indonesia and the Philippines as being TPI (immigration checkpoints). The toponymy work team in the Regency will strive for maximum performance in 2023, including budgeting. Another research finding is a problem related to the number of surveyors, which according to the work team, still needs to be more significant. In addition, the current technical understanding of the surveyors still needs to be improved. According to the Sangihe District Working Team, additional surveyors must be involved up to the village level, and the need to be as many surveyors as possible because so far only the Head of the Technical Sub-Division has been trained. In addition, from the interviews, it is known that in the effort to name topographical names, the local government through a work team involved an academic from Politeknik Nusa Utara. However, a lecturer was involved in the team as a literary element.

Toponymy is a government task to orderly administration (Resticka, G. A., & Marahayu, 2020). The administrative order is essential to maximize the quality of public services. The government needs help to carry out this big responsibility because of the geographical conditions of a sizeable archipelagic country rich in culture. With the stipulation of regional boundaries for orderly administration, there will be clarity on the coverage of government administration areas, creating effective service to the community, clarity on area size, spatial arrangements, clarity on population administration, clarity on voter lists for elections, clarity on land administration, and clarity on resource licensing (Wijoyo & Hasanah, 2021). The Sangihe Islands Regency government's awareness of the importance of protecting the country's border areas can be seen in the proposal for topographical island names in table 2, where the government has proposed 137 names.

Toponymy is a strategic step, considering that topographical names are a direct access point for other sources of information (BIG, 2021)Topographical data will assist policymakers in making decisions as well as helping government administrators, the private sector, cartographers, academics, information providers and the wider community. One example of a need related to the existence of a standard topographical name is the handling of disaster emergencies. The location or location of the event that requires help or assistance is important. This is because toponymy is a manifestation of our communication in marking a location to explain existence or position.

Especially in the digital era, the existence of a "standard topographical/geographical naming" as part of the elements in point of interest (PoI) will make it easier for us to enjoy travel to food transacted online. In addition, when the confirmation of regional boundaries is not carried out, it can cause problems related to economic potential, competition for natural resources, overlapping permit areas, and public service functions.

In realizing this, the government needs the support of all parties, including local communities, who understand and have local knowledge in their area. This reaffirms the importance of collaboration in the implementation of toponymy not only in the Sangihe Archipelago District but throughout Indonesia. The research findings in Sangihe related to the topographical marking errors of several islands in Central Tabukan District show that there needs to be collaboration and continuity in the implementation of toponymy and cannot rely solely on satellite capabilities. The government needs to involve the community, in this case, village or sub-district officials and community leaders who understand the conditions in their area, bearing in mind that the purpose of naming topographical views is not only to create orderly administration of government and to protect the sovereignty and security of the territory of the Unitary State of the Republic of Indonesia but also to preserve cultural and historical values. , and customs. Of course, this can only be done by relying on satellites.

This is in line with the concept of the Geospatial Information Agency regarding the data collected in gazeters which is the result of collaboration between ministries, agencies, stakeholders, academics, experts, and local governments. Inside the Gazeter, there are location names, building names, street names, infrastructure, and others which can be accessed via www.sinar.big.go.id. The Gazette is very important because an unnamed topographical view will only be a blind map. Therefore, the name entered in the Gazeter is official and entered on the map to identify the name of an area or place. Identification of this name is the reference for government documents (BIG, 2021). Collaboration in the implementation of toponymy in Sangihe, apart from involving related regional apparatus organizations, as shown in Table 1, has also involved university academics in Sangihe Regency. This is very good and by the Penta helix or multistakeholder concept where elements of government, academics, business agencies or actors, society or communities, and the media unite to collaborate and are committed to carrying out development (Sjögren Forss et al., 2021)

Apart from aiming to map the area as part of an orderly government administration, toponymy aims to preserve cultural, historical and customary values through topographical names. In Government Regulation Number 2 of 2021, Topographical names must comply with

the following principles: use the Indonesian language; may use regional languages or foreign languages if the topographical elements have historical, cultural, customary and religious values; use the Roman alphabet; use 1 (one) name for 1 (one) topographical element; respect the existence of ethnicity, religion, race, and class; use at most 3 (three) words; avoid using the names of people who are still alive and may use the names of people who have passed away at least 5 (five) years from the time the person concerned dies; avoid using the name of the agency/institution; avoid using names that conflict with national and/or regional interests; and comply with the rules for writing topographical names and spatial rules. The naming of 137 island elements in the Sangihe Archipelago Regency has been carried out by taking into account local wisdom, historical values, culture, and existing customs.

It is evident in the rules that the standardization of topographical names is part of efforts to protect the sovereignty and security of the territory of the Republic of Indonesia and strengthen the identity and the national resilience of the Indonesian nation. This is important considering that Indonesia has experienced cases of the release of Sipadan Island and Ligitan Island (Widiyanta, 2019; Putra G. A., 2019). This case is a lesson for the Indonesian people to stand up and record islands that have been named and to name islands that have not been named in their territory. Therefore, the issue of naming islands focuses on strengthening the identity and resilience of Indonesia's territory as an archipelagic country. This is also the spirit of the Sangihe Islands Regency implementation work team to strive for topographical naming because there are still many islands in Sangihe that have not been standardized in topographical names such as Toadu Sura, Masetang Island, Senggelohe Island, and Punting Island which incidentally are in the Indonesia-Philippines border waters.

In the spirit of implementing administrative order through toponymy, the work team had to deal with budgetary and human resource issues, especially surveyors. There is no toponymy budget for renting boats for field trips to the islands in the Nusa Tabukan District and the Marore Islands District, which incidentally are the border areas between Indonesia and the Philippines, as well as being TPI (immigration checkpoints). The budget is crucial in program implementation (Husodo, 2018; Johnson, B., Jones, P. A., & Reitano, 2021). Therefore, the toponymy work team in the district and local government must strive for maximum performance in 2023, including budgeting for toponymy implementation. The next problem is the number of surveyors which, according to the work team, is still very few and needs to be increased and given training to improve human resources. Given the geographical conditions of the Sangihe Archipelago Regency, which is spread across several small islands, this needs to be done. It is not enough to

increase the quantity; it is necessary to improve the quality by training as many surveyors as possible because surveyors are the key to the accuracy of topographical data. In addition to the quantity and quality of surveyors, the primary thing that must be built is synergy and collaboration in data collection, naming, and the process of studying topographical names. So, at the end of the process, it is hoped that a standard topographical name will be realized, which is accommodated in the Gazette of the Republic of Indonesia as a single reliable and accountable reference.

CONCLUSION

Toponymy aims to realize orderly government administration, protect the sovereignty and security of the territory of the Unitary State of the Republic of Indonesia, and preserve cultural, historical, and customary values. The implementation of toponymy in Sangihe has been going well; this can be seen from the many topographical names of several elements that have been determined and in the provincial recommendation process. From the Sangihe Islands Regency, we learn that the implementation of toponymy is important to be carried out in collaboration between sectors, be it the central government to regional apparatuses, especially the local village or sub-district government and even the local community so that the naming of the appearance of the earth continues to preserve cultural, historical, and customary values. as the aim of toponymy and avoiding topographical naming mistakes to create an orderly administration of government.

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