

Research Article

## Integrative Conceptual Model of Public Services in Islands Characterized Regions Through a Study of Multidimensional Literature Synthesis

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**Abstract:** This research aims to develop an Integrative Conceptual Model of Public Services in Archipelago Characterized Regions through a study of multidimensional literature synthesis. The focus of the research is directed at four main dimensions, namely maritime infrastructure, adaptive legal frameworks, geography-based governance, and digital innovation, which interact with each other in forming an effective, adaptive, and sustainable public service system. The method used is qualitative research based on non-SLR literature review with a narrative-integrative approach according to the guidelines of (Winarno, 2020). A total of 15 national and international articles were analyzed using thematic coding and cross-dimensional synthesis techniques to identify patterns of interconnectedness between variables. The results show that maritime infrastructure is the foundation of service accessibility, adaptive legal frameworks ensure policy legitimacy and fairness, geography-based governance strengthens the effectiveness of decentralization, and digital innovation accelerates efficiency and public participation. The synthesis of these findings gave birth to a new conceptual framework called the Integrated Maritime Public Service Framework, which emphasizes the importance of synergy between physical, social, legal, and technological aspects of the archipelago. The conclusion of the study confirms that the paradigm of public service in the archipelago has shifted from a bureaucratic model to an integrative and collaborative approach based on Pancasila values. This research contributes to the development of public governance theory and provides a new direction for service policy in the Indonesian archipelago.

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### 1. Introduction

Public services in archipelago regions face multidimensional challenges stemming from geographical conditions, infrastructure limitations, and administrative and social isolation. As the largest archipelagic country in the world, Indonesia has more than 17,000 islands with varying levels of connectivity. This condition makes public services in the archipelago cannot be equated with mainland areas that have more equitable transportation networks and access to resources. A number of studies have highlighted this complexity, ranging from the need for maritime infrastructure that supports service mobility, to the need for a more adaptive and locally-based governance model (Kartini, 2020). The research of Putra & Kurniawati (2016) is an initial milestone in understanding the relationship between public services and marine transportation infrastructure in the archipelago. The study shows that the existence of public service vessels is able to bridge the geographical isolation of island communities and expand the range of basic services. However, this technical dimension needs to be



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complemented by legal flexibility as outlined by Sucipta & Edison (2022), who affirm that the practice of *administrative discretion* is an important instrument in ensuring that public services continue to run in areas that do not yet have complete institutional tools. At the same time, (Yuwono, 2023) strengthens the aspect of spatial governance through the determination of sea boundaries, which provides legal certainty and authority in the implementation of public services in maritime areas.

Madubun (2024) introduced the concept of *Island-Based Governance* (ISGov), which is a governance model that places geographical conditions as the basis for public policy formulation in the archipelago. This approach demands broader decentralization as well as institutional adaptations that take into account distance, resource capacity, and local needs. In more recent developments, Andriyan, Sismar, Athirah, & Hidayat, (2024) and (Wijaya, Octavius, & Hwei, 2022) added the dimension of digitization of public services through the implementation of *e-government* and *telemedicine* in the archipelago, which has been proven to overcome geographical barriers through information technology. However, in the midst of these developments, fundamental questions still arise: how to integrate the dimensions of infrastructure, law, governance, and technology into a conceptual model of public services that is in accordance with the characteristics of the Indonesian archipelago. Most of the research is still fragmented and partially highlights one aspect. This condition shows the need for a new conceptual framework that is integrative, collaborative, and adaptive to the geographical and social dynamics of the archipelago.

The urgency of this research lies in the urgent need for a conceptual model of public services that can answer the complexity of governance in the archipelago. (Chlomoudis, Kostagiolas, U, & S, 2011) through the study of *Public Service Obligations* (PSO) in Greece shows that public service policies in island countries can only succeed if they are specifically designed to ensure inter-regional connectivity and equal access for island communities. On the other hand, (Colin, 2020) emphasized that public services must be mobile through the *public service forain approach*, so that the state remains present in hard-to-reach areas. (Purba, Tri, Rebala, & Trihastuti, 2021) added that public services in Indonesia must be rooted in the values of Pancasila, which places social justice, humanity, and national integration as the moral foundation of public policy. These three approaches emphasize that public services in the archipelago are not just administrative affairs, but also a representation of the state's presence and the form of national sovereignty.

In addition, cutting-edge research such as (Nurman, Utomo, Gesmi, Othman, & Zainal, 2025) highlights that inequality of physical and digital infrastructure in the archipelago directly reduces the quality of public services. Findings (Sow & Razafimahefa, n.d.) Reinforcing this argument by showing that decentralization and local innovation can increase the effectiveness of services if given space for local governments to innovate. While (Lau, Tam, & Ng, 2024) emphasized the importance of sea transportation services as a means of social and economic integration of island communities. The interconnectedness between physical infrastructure, adaptive law, geography-based governance, and digital innovation shows that the success of public services cannot be determined by a single factor. Therefore, this research is important to develop an integrative conceptual model that is able to combine the four pillars in one public service system that is effective, sustainable, and in accordance with Indonesia's national values.

This study aims to build an Integrative Conceptual Model of Public Services in Archipelago Characterized Regions that combines four main dimensions: (1) Maritime infrastructure: as the main connectivity path in the equitable distribution of public services (Putra & Kurniawati, 2016; (Lau, 2024), (2) Adaptive legal frameworks: which provide flexibility and legitimacy to public service policies in remote areas (Sucipta & Edison, 2022; (Purba et al., 2021), (3) Geography-based governance: which adapts decision-making to the local characteristics of the archipelago ((Madubun, 2024);(Walsh, Piper, Bomble, & Thomsen, 2025), (4) Digital innovation and social participation: as a means of collaboration between government and society in the delivery of public services (Andriyan et al., 2024; (Lol & Petrova, 2025); (Wijaya et al., 2022)). The ultimate goal is to produce a theoretical synthesis framework that can be used as a basis for the formulation of efficient, inclusive, and equitable public service policies and strategies in the Indonesian archipelago.

The research builds on a theoretical foundation that has been developed by various researchers before. At the national level, the research results of Putra & Kurniawati (2016), (Yuwono, 2023), (Madubun, 2024), and Andriyan et al (2024) form a conceptual structure that complements each other: starting from aspects of physical infrastructure, law, governance, to digital innovation. At the international level, the concepts of PSO Chlomoudis et al. (2011), *service public forain* (Colin, 2020), and *place-based governance* (Walsh et al., 2025) enrich comparative approaches in understanding public services in archipelagic areas. The study (Lol & Petrova, 2025) adds the dimension of *value co-creation*, which places citizens as active partners of the government in the implementation of digital services, while (Purba et al., 2021) emphasizes the need for the ideological basis of Pancasila as a moral guideline for public policy. Overall, this study seeks to synthesize these findings into a new conceptual model, the Integrated Maritime Public Service Framework, which represents adaptive and contextual island-based public services.

Based on the background and literature review, the formulation of this research problem is as follows: (1) How the development of the public service paradigm in the archipelago is understood in the national and international literature from the perspective of infrastructure, law, governance, and digital innovation (Putra & Kurniawati, 2016; Sucipta & Edison, 2022; (Madubun, 2024); Andriyan et al 2024; (Wijaya et al., 2022)?, (2) What are the theoretical and empirical gaps identified in previous studies related to the integration of physical, social, legal, and technological aspects ((Madubun, 2024); (Colin, 2020); (Chlomoudis et al., 2011) (3) How an integrative conceptual model of public services in archipelagic areas can be built from the synthesis of theories and findings of previous research, including the concepts of *Island-Based Governance* (Madubun, 2024), *Value Co-Creation* (Lol & Petrova, 2025) and *Place-Based Governance* (Walsh et al., 2025). These three formulations of the problem are exploratory, analytical, and synthetic, which will gradually describe the evolution of the literature, identify research gaps, and produce new contextual conceptual models for public services in the Indonesian archipelago.

Overall, this introduction affirms that public services in the archipelago should be understood as a multidimensional phenomenon that involves the close relationship between maritime infrastructure, adaptive law, geography-based governance, and digital innovation. The four pillars cannot run in isolation, but must be synergized through an integrative approach that takes into account the geographical context and national values of Indonesia. Therefore, this research is expected to make a significant conceptual contribution in building an adaptive, inclusive, and sustainable archipelago public service system.

## 2. Method

This study uses a narrative-integrative non-SLR (Systematic Literature Review) literature review design, referring to the principles of qualitative research based on literature review as explained by Winarno (2020) in *Qualitative Research Using Systematic Literature Review*. According to Winarno, this approach allows researchers to collect, evaluate, and synthesize various relevant research results in a systematic manner, while still maintaining the interpretive flexibility typical of qualitative research. This approach does not demand a strict quantitative procedure, but emphasizes the depth of conceptual analysis, narrative integrity, and interconnectedness between thematic variables based on similar contexts. The research corpus consists of 15 articles from national, international, and partially indexed Scopus journals, all of which are sourced from the list in the appendix without adding external references. The articles studied were selected based on their suitability with the four main dimensions of the research, namely maritime infrastructure, adaptive legal frameworks, geography-based governance, and digital innovation. The main sources include the research of Putra & Kurniawati (2016), Sucipta & Edison, (2022), Yuwono, (2023), (Madubun, 2024), Andriyan et al 2024, (Wijaya et al., 2022), Chlomoudis et al., (Colin, 2020), (Purba et al., 2021), (Lau, 2024), (Lol & Petrova, 2025), (Walsh et al., 2025), Nurman et al., (2025), and (Sow & Razafimahefa, n.d.). The subject of the research is the scientific text of the articles, while the research instrument is in the form of *data extraction sheets* and *thematic analysis matrices* that function to record the objectives, contexts, methods, findings, and limitations of each article.

The research procedure is carried out through several stages: (1) identification of articles based on themes and relevance to the context of public services in the archipelago; (2) full reading and thematic coding according to the four main dimensions; (3) article quality appraisal

with indicators of clarity of purpose, suitability of methods, and conceptual contributions; (4) the preparation of a *matrix of synthesis* that maps the relationship between national and international studies; and (5) the preparation of a comprehensive narrative synthesis that produces an integrative conceptual model. The analysis method used is a comparative thematical-narrative analysis, with three layers: (a) *within-dimension analysis* for each pillar (physical, legal, governance, digital); (b) *cross-dimensional synthesis* to identify relationships between variables; and (c) *contextual interpretation* to adapt the results of the synthesis to the geographical and social conditions of the Indonesian archipelago. This approach ensures that the research results are replicative, transparent, and traceable in accordance with the principles of qualitative SLR outlined by Winarno (2020).

### 3. Results and Discussion

#### Dimensions of Maritime Infrastructure and Public Service Accessibility

Research by Putra & Kurniawati (2016) shows that the provision of sea transportation facilities is a key element in expanding the reach of public services in the Kangean Islands. The results of the technical analysis showed that the public service vessels designed had sufficient cargo capacity, safety systems, and route efficiency to serve thirteen service points with a distance of 65 nautical miles. The study confirms that the mobility of public services using multifunctional ships is able to reach people who were previously isolated from access to basic services such as health, population administration, and taxation. Research (Sow & Razafimahefa, n.d.) supported these findings by showing that physical infrastructure plays a significant role in the performance of public services in Indonesia's small islands, with the achievement of key performance indicators reaching more than 170% in the infrastructure management sector. A study (Lau, 2024) in Hong Kong shows a correlation between increased ferry services and economic growth and social connectedness of the people of Cheung Chau island. Analysis based on *centre-periphery* theory and *central place theory* shows that ferry frequency has a direct effect on increasing social participation and economic activity. The research (Lau, 2024) reinforces this relationship with quantitative data from 31 piers and 28 ferry routes in Hong Kong, where *Central Ferry Pier* has the highest *degree of centrality*, making it a key node of public service distribution. (Nurman et al., 2025) in the Meranti Islands added that the limitations of physical infrastructure such as transportation and energy resulted in gaps in access to education, health, and social services. All of this data illustrates that the physical connection between sea and land areas is an essential component in the public service system in the archipelagic region.

#### Adaptive Legal and Regulatory Dimensions in Public Services

Research by Sucipta & Edison (2022) found that *administrative discretion* is an important legal instrument to ensure the continuity of public services on Seluan Island, Natuna. Research data shows that the limitations of formal authority in the archipelago can be overcome through the use of discretion that is still based on the principle of *good governance*. This study also identified that the application of discretion increases the efficiency of basic services in the fields of health and population administration. (Purba et al., 2021) complements this dimension with the results of juridical studies that affirm that Pancasila values, especially integration, humanity, democracy, and social justice must be the basis for all public policies in the marine sector. Based on the analysis of Law Number 32 of 2014 and UNCLOS 1982, the state is obliged to ensure the equitable distribution of public services in the maritime area. The research (Chlomoudis et al., 2011) provides additional data through the *Public Service Obligations (PSO) model* in Greece that successfully guarantees inter-island connectivity through

subsidized public service contracts. The study reports that the implementation of PSO increases the frequency of sea transportation services by up to 40% in the Aegean archipelago region. (Colin, 2020) presents conceptual data on public *service forain* in France, where mobile public services have succeeded in expanding the scope of state administration to remote rural areas. This study displays data on the reduction of average public service time from 14 days to 5 days after the implementation of the mobile model. These four results confirm that adaptive legal aspects through discretion, public contracts, and institutional flexibility are strategic dimensions that ensure the sustainability of public services in the archipelago.

### **Dimensions of Geography-Based Governance and Authority of Marine Areas**

Yuwono's research (2023) presented the results of cartometric analysis of the maritime boundaries of Riau Islands Province using *a geospatial governance approach*. The measurement results showed that the accuracy of delimitation of marine areas increased by up to 95% compared to the previous method, providing a stronger legal basis for the division of authority of local governments. The research data shows that the unclear boundaries of the previous area led to overlapping policies on marine resource management at 12 strategic coordinate points. Madubun (2024) introduces the Island-Based Governance (ISGov) *model* which was compiled based on the results of in-depth interviews with government officials in Maluku Province. The results of the study showed that 78% of informants considered that the geography-based governance model was able to shorten the bureaucratic chain of public services from the central government to small island communities. Other data shows that the efficiency of administrative services has increased by 25% after the implementation of the island-based decentralization policy. The study (Walsh et al., 2025) expanded on these findings through a comparative study on three North Sea islands (Schiermonnikoog, Koster, and Hallig) with *a place-based governance approach*. Field data shows that local community involvement in decision-making increases policy legitimacy by up to 60% based on public perception surveys. These three results empirically confirm that geographic area-based governance and community participation are key factors in the effectiveness of public services in the archipelago.

### **Dimensions of Digital Innovation and Public Service Technology**

Andriyan et al's 2024 research produced empirical data through *a participatory action research program* in Fafanlap Village, Raja Ampat. The results of *the pre-test* and *post-test* showed an increase in the ability of village officials to manage digital services from 20% to 60% after e-government training. The findings show that digital interventions are able to increase the transparency and efficiency of village public services. (Wijaya et al., 2022) displays longitudinal data on the development of telemedicine in Indonesia during 1985–2021. Based on an analysis of 45 national publications, the study found that the increase in telemedicine adoption reached 150% during the COVID-19 pandemic, especially in island and remote areas. (Lol & Petrova, 2025) presents qualitative data from interviews in the small island nation of Vanuatu, which shows that community involvement in the development of e-government services increases public trust in the government by 35%. The study also reports that people's digital literacy plays an important role in the successful implementation of the program. In addition, (Nurman et al., 2025) emphasized that digital infrastructure inequality is the main cause of the low quality of public services in the Meranti Islands, where only 48% of the region has stable internet access. Overall, the results show that digital innovation has a positive correlation with

increased efficiency and public participation, but is still influenced by infrastructure readiness and human resource competence.

### Social Dimension, Citizen Participation, and Local Wisdom

The study (Lau et al., 2024) featured the results of field interviews showing a 40% increase in citizen participation in social activities on Cheung Chau island after improvements to night ferry services. Madubun (2024) supports this data through the results of a survey in Maluku Province which shows that 68% of people consider local participation to increase after the implementation of island-based decentralization policies. (Walsh et al., 2025) shows that the involvement of local communities in *place-based governance policies* increases public satisfaction by an average of 4.3 points on a scale of 5. Research (Lol & Petrova, 2025) adds a participatory dimension through a *value co-creation approach*, where collaboration between citizens and the government has been proven to increase the effectiveness of digital public services by up to 38%. Sucipta & Edison (2022) also found that the application of discretion involving the community in the service process reduced the rate of public complaints by 20%. Data from (Sow & Razafimahefa, n.d.) It shows that contractual and decentralized models increase local public service innovation by up to 30% in small island areas. Based on all these data, the social dimension and public participation are proven to have a positive impact on the effectiveness of public service policies in the archipelago.

### Synthesis of Empirical Data in the Form of Tables

Table 1. Synthesis of Empirical Data.

Study Dimensions	Researcher & Year	Key Findings	Quantitative/ Qualitative Data
Infrastructure Maritime	Putra & Kurniawati (2016); Leaf, (2024)	Multifunctional ships and ferry services expand public access	Increased range of 65 nautical miles; <i>High degree of centrality</i>
Regulation & Adaptive Law	Sucipta & Edison, (2022); Purba et al., (2021); (Colin, 2020); Chlomoudis et al., 2011	Discretion, PSO, and legal flexibility ensure continuity of service	Service efficiency increased by 40%; Service time drops from 14 to 5 days
Geographic Governance	Yuwono (2023); Madubun (2024); Walsh et al (2025)	Island-based decentralization strengthens legitimacy and efficiency	Service efficiency increased by 25%; Policy legitimacy up 60%
Digital Innovation	Andriyan et al., (2024); (Wijaya et al., 2022); Lol & Petrova, (2025); Nurman et al., 2025	E-government and telemedicine accelerate services in remote areas	40% increase in digital capacity; Telemedicine adoption up 150%
Social Participation	Lau et al., (2024); Madubun, (2024); Lol & Petrova, (2025); Sow & Razafimahefa, (2015)	Community participation strengthens the effectiveness of public services	Public satisfaction is rising; Citizen participation increased by 40%

Source: Researcher 2025

### Synthesis of Inter-Dimensional Relationships (Narrative Graphs)

The results of the synthesis show an inter-dimensional relational pattern in the form of causal chains. Quantitative and qualitative data from the fifteen studies show that physical infrastructure serves as the main foundation that enables the accessibility of services, while adaptive legal frameworks ensure policy legitimacy in autonomous regions. Geography-based governance is an operational mechanism that brings services closer to the community, while digital innovation plays a role as an accelerator of efficiency. Finally, social participation serves as a catalyst that strengthens the sustainability of public services. The combination of these five dimensions forms an interrelated pattern where a deficiency in one aspect will hinder another. There is no single dominant variable, but an interdependence system that shows that public services in the archipelago are multi-level and multi-sectoral.

### 4. Conclusion

The results of the synthesis of fifteen national and international articles show that public services in the archipelago are multidimensional systems, the success of which depends on the synergy between maritime infrastructure, adaptive legal frameworks, geography-based governance, digital innovation, and community social participation. Data from the research of Putra & Kurniawati (2016), and (Lau et al., 2024) show that marine transportation infrastructure is the main backbone of public service accessibility in the archipelago. Meanwhile, Sucipta & Edison, (2022) and Purba et al., (2021) emphasized that adaptive legal aspects and Pancasila values play a role in ensuring the legitimacy and fairness of public policies in the maritime region. Studies by Madubun, (2024), Walsh et al., (2025), and Yuwono (2023) show that geography-based governance strengthens the effectiveness of services by bringing decision-making closer to local communities. On the other hand, digital innovations discovered by Andriyan et al. (2024), (Wijaya et al., 2022), and Lol & Petrova, (2025) prove that technology functions as an accelerator of public services, especially in hard-to-reach areas. The combination of these five dimensions shows that the success of public services in the archipelago cannot be separated from the integration between physical, legal, social, and technological aspects.

Conceptually, this research makes an important contribution to the development of public administration, governance, and maritime policy science by presenting a new conceptual model, namely the Integrated Maritime Public Service Framework. This model expands the traditional public service paradigm that was previously bureaucratic into an integrative and contextual paradigm that adjusts to the geographical conditions of the Indonesian archipelago. His scholarly contribution lies in his ability to bring together four previously separate academic traditions: technical, legal, governance, and digitalization approaches. Thus, this research not only enriches the academic literature, but also provides a new direction for public policy practices that are more inclusive, participatory, and adaptive to the spatial and cultural context of the archipelagic community. These findings strengthen the argument that the development of public services in archipelagic countries must be based on the principles of decentralization, technological innovation, and the active involvement of the community as government partners.

For future research, it is recommended that an empirical approach be carried out across archipelagos regions by testing the effectiveness of this integrative model in various geographical and social contexts. Advanced research can also utilize *mixed-methods* by combining spatial analysis, public perception surveys, and measurement of service effectiveness based on real performance indicators. In addition, it is necessary to examine the relationship between economic and social sustainability and the implementation of digitalization of public services in archipelagic areas that have limited resources. Comparative studies between archipelagic countries such as Indonesia, the Philippines, Greece, and Fiji can also enrich understanding of patterns of adaptation of public policies to global maritime conditions. Thus, the direction of the next research is expected not only to affirm the theoretical relevance of this model, but also to provide empirical evidence on how public services can be an instrument of equity, national integration, and strengthening social cohesion in the Indonesian archipelago.

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