

PUBLIC SERVICE COMMUNICATION IN THE INDONESIAN BORDER AREAS

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Abstract

This study aimed at examining the patterns and strategies of public service communication in Indonesian border areas, especially those carried out by the BNPP-RI as the management agency of the state border areas. The study focuses on the public service communication of BNPP-RI in their Twitter social media account @bnpp_ri. This study employed a descriptive-qualitative approach by utilizing the Nvivo12 analysis tools as the data processing tool. Several aspects investigated to find out the communication patterns of BNPP's public services on Twitter were communication types, communication intensity, actor relations, dominant topics, and other related aspects. The study results found that BNPP, in its Twitter account, has been quite capable of utilizing digital platforms as an alternative to public service communication in the Indonesian border areas. On the other hand, some shortcomings were also indicated. For example, When viewed from content intensity, Twitter account @bnpp_ri was deemed volatile. Furthermore, @bnpp_ri is also considered unable to dominantly involve other actors/accounts in establishing the public service communication on Twitter. BNPP must address these shortcomings to optimize the communication pattern of public services on Twitter. It is also vital to consider the fundamental role of BNPP as an active agency in communicating its public services in the border areas of the Republic of Indonesia.

Keywords: border areas, digital government, government, public communications, public policy

BACKGROUND

The border areas refer to the outermost regions of the Republic of Indonesia as they are directly adjacent to the territory of the neighboring countries. The border areas are also crucial because they reflect Indonesia's face to the closest neighboring countries.

Therefore, good governance in these areas needs to be optimized to create a progressive border (Putu Wahyu Widiartana, 2021). The Indonesian government formed the National Border Management Agency of the Republic of

Indonesia (BNPP-RI) to ensure that Indonesia's border areas are orderly, safe, sovereign, and respectable. BNPP's formation is legally mandated by Presidential Regulation 12 of 2010 on the National Border Management Agency (BNPP) (Baskara & Fajar Rizki, 2019). The main task of BNPP is carrying out governance affairs in the border areas. However, not only does it implement programs and activities in the border areas but BNPP is also required to inform the public about the situations of the borders areas to the Indonesians (Mangku, 2019).

Public services communication in the border areas is imperative for the government to provide information and education for the Indonesians. It is sought to inform the Situations and circumstances in the border region and provide information related to the territorial borders of Indonesia to both Indonesians and the world (Kennedy et al., 2019). In the digital technology era, public communication patterns dynamically evolve from conventional patterns to modern ones that are more effective and efficient. Digital/social media platforms have become an alternative that can be used to public communication. BNPP, in this case, also seeks communication patterns in various social media platforms. However, although the public relations division of BNPP has carried out such an attempt, it is somehow considered not optimal and has not received adequate attention from the Indonesian citizens (Baskara & Fajar Rizki, 2019).

Several previous studies on public services communication in border areas have been conducted. Irdayanti (2017) has revealed that some problems with access to information occur in the border areas. Access to information in border areas is considered crucial to keeping up with the country's current development. Therefore, such an issue needs to be addressed promptly to ensure proper access to information in the border areas. Furthermore, Baskara & Fajar Rizki (2019) has found out that the pattern of publication and public communication pursued by BNPP's PR on Instagram is still deemed insignificant and faces a number of obstacles. Therefore, it can be assumed that BNPP's Instagram has not shown its optimal effort in providing information for the public about the governance affairs in the border areas of Indonesia. Finally, Mangku (2019) explains that various activities or programs carried out by BNPP-RI must be published on the institution's social media. Therefore, it is deemed necessary to provide information and education to the public about the Situations and circumstances in the border region of Indonesia.

Based on the previous findings, the authors are interested in conducting a study on the public communication patterns developed by the National Border Management Agency (BNPP), especially on the Twitter @bnpp_ri social media platform. This study has an urgency to find out the optimization of public information services carried out by BNPP to the community in the Twitter social media

account @bnpp_ri. It is also pivotal as the border areas are a reasonably crucial territory, where any information related to the situations and conditions in these areas should be massively informed. Therefore, it is expected that through this study, the intensity and patterns of communication carried out by BNPP is on the Twitter @bnpp_ri social media platform are revealed. Besides, it may provide a constructive evaluation for BNPP and other related institutions regarding the communication patterns of their public services to the community.

LITERATURE REVIEW

The Republic of Indonesia's National Border Management Agency (BNPP-RI)

It is a government entity tasked with the primary responsibility and duty of managing the Republic of Indonesia's territorial borders. It is legally established by Presidential Regulation No. 12 of 2010 concerning the National Border Management Agency (BNPP)(Baskara & Fajar Rizki, 2019). The Presidential Regulation can be interpreted as that this institution manages the boundaries of the Republic of Indonesia and informs the public about these territorial boundaries (Putu Wahyu Widiartana, 2021). National borders are crucial and require special attention and management. The national borders management aims to create an orderly, safe, sovereign and respectable border areas. These goals must be fulfilled by BNPP as the authoritative institution managing the border areas. Generally

speaking, the vision of BNPP is to conduct effective and competitive border area management. It is substantially fundamental as the border areas are the front page of the Republic of Indonesia seen by the neighboring countries (Puteri, 2021).

Indonesia has 12 provinces, including West Papua, East Nusa Tenggara, North Maluku, Maluku, North Sulawesi, East Kalimantan, West Kalimantan, Riau Islands, North Sumatra, and Aceh. These border areas must be managed to maintain the Indonesian sovereignty as they reflect the country (Muzwardi et al., 2020); BNPP carries out a big responsibility to realize this vision. Border area management deals with their governance affairs and informs the public and the world (Mangku, 2019). Information security is one aspect that cannot be ruled out; hence, BNPP is required to provide public information about matters and issues in the border areas (Irdyanti, 2017).

Public Service Communication in Border Areas

Public service communication in the border must be pursued to provide information and education to the public about the situations and conditions in the border areas. As the border area management agency, BNPP-RI acts as a communicator of the border areas (Baskara & Fajar Rizki, 2019). In the era of digital technology development, digital platforms are deemed effective and efficient in disseminating public information. Thus, BNPP can also use them in providing information to the public regarding various

activities being pursued in Indonesia's border areas (Farida, 2020).

Various social media platforms such as Twitter, Instagram, Facebook, WhatsApp, and Telegram nowadays have good flexibility of access that can be utilized to disseminate information related to the situations and conditions in the border areas. Hence, BNPP, through its public relations division, is expected to adapt and actively upload information on these social media platforms to the public (Kennedy et al., 2019).

Changes in the public service communication system in the era of digital technology development is a challenge that must be adopted by public service institutions like BNPP-RI. The bureaucracy or public service institutions' ability to transform massive information is vital nowadays (Taufik & Warsono, 2020). The transformation of public information that is shared massively, actually, and factually provides a sense of security and knowledge for the community, especially regarding the situations and conditions in the national border areas (Asmara & Butsi, 2020). BNPP-RI, as a state institution that organizes and manages the border area affairs, is obliged to utilize digital technology to optimize the public service communication of in the border areas. The changes in the patterns of public service communication need to be investigated and realized by the BNPP-RI to ensure the information disclosure to the Indonesian people, especially on issues in the national border areas (Makahingide, 2021).

In the era of the development of digital technology, public communication

patterns no longer rely on conventional styles. The presence of the internet positively provides convenience and speed for its users to obtain information. The modern pattern of utilizing digital platforms is believed to be an alternative solution in accelerating public services, especially in terms of information disclosure (Aziz et al., 2021). BNPP has a number of activities in the national border areas, ranging from empowerment, security, administration to other border area governance matters (Muzwardi et al., 2020). These activities need to be immensely published to provide all Indonesian people information about the situations and conditions in the border areas. To do so, it is necessary to adopt a communication model on digital platforms, such as *share, optimize, manage* and *engage* patterns. BNPP needs to strive for excellence in providing more effective and efficient information through managed digital platforms (Amanda, 2021).

Public Service Communication in Indonesia's Border Areas

Studies on related themes serve as essential references for the researchers in investigating the public service communication in the border areas across Indonesia. Irdyanti (2017), for example, revealed that limited access to information had become a dominant problem in the border areas. Access to information in the border areas is considered crucial to reflect the development of the country. Therefore, special attention is needed on this issue. Mangku (2019) also revealed that BNPP needs to realize the integrated border

management policy and program as it is linear with the public information dissemination patterns that need to be optimized by BNPP as the relevant institution.

Christella Julitawati Hutaeruk, (2019) found out that one of the problems in developing the national border areas is the infrastructure gaps. The infrastructure fulfillment is essential to realize the developed Indonesian border areas. Moreover, the location of the border areas, which is directly adjacent to other neighboring countries, needs to be sustained with ample facilities and infrastructure. However, regarding public service communication affairs, this aspect is still not optimally pursued by BNPP. One of the standards for fulfilling the constitutional rights of the citizens living in the border areas is the development of proper infrastructures. Hence, BNPP, as the border area management agency in this case must be more optimal in communicating such issues (Situmorang & Ayustia, 2019).

A similar view is also articulated by Makarius Erwin Bria (2020); he revealed that the appropriate public communication approach in the border areas is to strengthen community welfare. This pattern may lead to the increasing spirit of nationalism of the people in the border areas. Therefore, BNPP is compelled to build good public service communication with the local community. In addition, the situations and conditions in the border area must also be informed to all Indonesian citizens. It can be achieved through the

access flexibility of various digital platforms today.

Another study conducted by Baskara & Fajar Rizki (2019) found that the publications carried out by BNPP's public relations officer on Instagram social media have not been so extensive that it may encounter many obstacles. These shortcomings make BNPP's Instagram account serve less optimally in providing public information about the governance affairs in the border areas. Lastly, Makahingide (2021) indicated that various problems in the border areas of Indonesia are divided into internal and external issues. Therefore, these issues need to be well-informed so that the public is aware of the situations and conditions in the border areas.

Methods

This study employed a qualitative approach and a model of descriptive analysis. The primary data source was a review of the literature. This strategy was chosen to allow for natural and objective observation of the scenario in order to assess it and ultimately develop a relevant conclusion story. To collect relevant data, the analysis of the National Border Management Agency of the Republic of Indonesia's (BNPP-RI) Twitter account made use of the Nvivo analysis tools¹². The Nvivo¹² analysis application was chosen as it can produce the appropriate data according to the needs of the researchers. The data processing using Nvivo¹² was carried out by looking at the patterns of

public communication of BNPP in their Twitter account @bnpp_ri. The analysis was based on several aspects, such as the type of communication, communication intensity, actor relations, and several other related aspects. The data processing and analysis results were expected to find out the pattern of the public communication communicated by BNPP, especially on its Twitter social media. Besides, it was projected to be a reference for improving the communication patterns of the government institutions, especially BNPP itself.

Findings

The study focused on analyzing the Twitter account of @bnpp_ri using the Nvivo12 analysis tool as the data processing tool. The Nvivo12 analysis tool produced the analyzed data that were relevant and linear with the discussion carried out by the researchers. The data included communication intensity, actor relations, communication patterns, the dominant contents, and others. These aspects were studied to determine how BNPP-RI in its Twitter account @bnpp_ri builds and seeks to communicate its public services to the community. Figure 1 shows the data on the intensity of public service communications that BNPP-RI has attempted on its Twitter account (as the data in the attachment).

Based on Figure 1, BNPP-RI public service communication intensity on its Twitter account fluctuated. @bnpp_ri could not consistently load public service contents from August 2017 to January

2022. Only from July to September 2018 did @bnpp_ri frequently upload public service contents. Massive content loading from July to September 2018 was represented as many as 516 content loads. Meanwhile, @bnpp_ri did not show massive content loads prior to July 2018; it was indicated that the previously-highest content loads only occurred during August-June 2017, with a total of 61 content loads. After its massive content loads in July-September 2018, @bnpp_ri showed its minimal effort to upload contents. Then, from October 2019 to January 2022, the intensity of content loads bounced back, although the fluctuation was still visible. During this time range, the average content loads were considered quite massive as it exceeded one-hundred content loads and even reached two-hundred content loads in every quarter of the year.

Furthermore, the findings also revealed how BNPP-RI in its Twitter account @bnpp_ri built public communication by seeking non-formal collaboration with other actors/accounts. In detail, its further elaboration can be seen in Figure 2 (as the data in the attachment).

Based on the data in Figure 2 above, it t BNPP was considered less communicative in involving other actors/accounts to disseminate information on its content. @bnpp_ri dominantly only used the "tag" feature on its own account, which can be seen from the data representation showing 93.19%. On the other hand, the relationships built with other accounts/actors were, on average, quite minimal. The communication with

several other actors/accounts generally did not exceed 2% and was even dominantly below 1%. Other accounts/actors involved that were often involved included @jokowi (1.86%), @iprahumas (0.48%), @kemendagri_ri (0.30%), @kemenpora_ri (0.30%), @bnpb_indonesia (0.26%), @kemenpu (0.26) %, @polhukamri (0.22%) and others. The lack of effort in establishing communication relations with other actors indicated a negative finding because building relationships with other actors was significant for disseminating information created by the @bnpp_ri account on its social media.

The subsequent finding revealed the efforts of BNPP-RI in implementing its public service communication viewed from the actor's relationship. The data indicated what other actors/accounts communicate with @bnpp_ri on. The detailed description can be seen in Figure 3 (as the data in the attachment).

According to Figure 3, several other actors/accounts were found to be dominant in communicating with the BNPP-RI account on Twitter. The net's intensity and thickness indicate a fairly massive communication between the @bnpp_ri and several other actors/accounts. The actors/accounts that were quite dominant in communicating with @bnpp_ri included @Rifsof1, @mediaindonesia, @setkabgoid, @kementan, @jokowi, @infokaltim, @abiyadun and some other actor/accounts. Some of these other actors were considerably related to the duties and functions of BNPP-RI. Building communication relationships with other

actors in Twitter social media accounts is important to disseminate the content of @bnpp_ri. Various contents of information related to the situations and conditions in the border areas need to be disseminated massively. Through the involvement of other actors, it may serve as a strategy so that content may reach wider views.

Then, the finding about the pattern of using "hashtags" carried out by @bnpp_ri on Twitter can be seen in Figure 4 (in the attachment).

According to Figure 4, the dominant hashtag used by @bnpp_ri was #netas. This hashtag is a greeting for the followers of @bnpp_ri on Twitter. The dominant use of the hashtag #netas was represented by 604 uses. @bnpp_ri often employed #netas to post information or activities carried out by BNPP-RI. Furthermore, other dominant hashtags that were also frequently used included #borderjamannow (483 times) and #pidatopresidenjokowi (360 times). The hashtag #borderjamannow was used as an effort to brand the current border areas in the style of BNPP; meanwhile, the hashtag #pidatopresidenjokowi was used to refer to several speeches of President Jokowi, especially those related to state sovereignty and state border affairs.

In addition, @bnpp_ri also made use of several other hashtags such as #netizenpercepatan, #pidatopresiden2021, #bnppri, and #indonesiamaju. The use of hashtags is an important feature to optimize the interest growth of its followers and spread access of the contents. Generally speaking, BNPP in this was deemed to be

able to take advantage of this feature to communicate its public services in the border areas.

The next finding shows contents or information communicated by BNPP-RI in their Twitter account @bnpp_ri. The data can be seen in figure 5 (as the data in the attachment).

Based on Figure 5, several service contents published by @bnpp_ri were identified; for example, *lintas batas* (across borders), *public* (public), *terpadu* (integrated), *Kesehatan* (health), *infrastruktur dasar bagi warga desa* (basic infrastructure for villagers), *masyarakat menikmati* (people take the benefits), *pelayanan publik* (public services), *desa kita fokuskan untuk perbaikan* (village improvement). The various contents of @bnpp_ri are intended to be relevant to the operations of public services in border regions. Establishing public service communication on social media accounts such as Twitter is crucial as it has the implications of spreading access to information. Hence, the border areas located in the country's outermost area can access the information rapidly through digital media platforms as of effective and efficient efforts. Regarding this matter, it is deemed important that @bnpp_ri loads its service contents in the border areas to optimize the public service communication.

The next finding reveals information contents that were sought by BNPP, especially related to the border community issues. The details can be seen in figure 6 in the attachment.

Some information on @bnpp_ri also dominantly discussed border communities. In fact, the condition of the border communities far from the center of the country is an aspect that needs to be taken into account. Through @bnpp_ri, BNPP-RI sought information related to the situations and conditions of the border communities as its effort to communicate public services in the border areas. Some of the contents were *kesejahteraan* (welfare) and *peningkatan ekonomi* (economic development), *pembangunan kawasan perbatasan* (border area development), *pembangunan yang optimal* (optimal development), *sejahtera, adil dan makmur* (just and prosperous), and other related contents. As seen in figure 6, the contents related to the border communities have indeed been reflected by BNPP on its Twitter account; however, it was not fully implemented properly as such contents did not really inform detailed information about the situations and conditions of people in the border areas. Thus it is suggested that @bnpp_ri load more contents about economic, social, cultural, infrastructure, political conditions in the border communities.

The last finding covers the dominant topics discussed by BNPP-RI in its Twitter account @bnpp_ri. In detail, the dominant topics can be seen in figure 7 in the attachment.

Figure 7 shows some dominant topics discussed on @bnpp_ri. It can be seen that the dominant topics were *bnpp Indonesia*, *"#netas"*, *perbatasan Negara* (country borders), *perbatasan jamannow*

(nowadays borders), *Pembangunan* (development), "*#pidatopresidenjokowi*" (president's speech), *batas Bangsa* (nation borders) , "*netizenborder* and other dominant topics. If aligned with the duties and functions of BNPP as a border area management agency, these topics were considered linear with the topics posted on @bnpp_ri. BNPP has carried out its public service communications in the border areas as the contents were in accordance with the affairs in the border areas. This can be said to be relevant with the result indicated in Figure 7. It is important to include linear topics with BNPP's main tasks and functions because they reflect the patterns of performance and communication of public services carried out by BNPP. It, of course, has been quite capable of being carried out by BNPP, especially in its Twitter social media account.

Discussion

Public service communication, especially in the border areas, is a fundamental aspect that must be pursued. BNPP-RI is a government institution that has the main task and function of managing the borders of the Republic of Indonesia (Mangku, 2019). BNPP-RI, in its institutional units, has a public relations division as an important part of building public communication. In digital technology development, communication patterns have also developed from conventional patterns to more modern ones (Baskara & Fajar Rizki, 2019). The presence of various digital platforms such as social media, especially Twitter, can be used as a forum for delivering service communications in the

border areas. This study specifically discusses how BNPP-RI, in its Twitter account @bnpp_ri, establishes its public service communications in the border areas (Puteri, 2021).

Based on the study results, several aspects of public communication optimization carried out by BNPP in its Twitter account were acknowledged, for instance, the content intensity, actor relations, types of contents, and several other aspects. Generally assumed, BNPP-RI has utilized the Twitter media platform to communicate various program activities carried out in the border areas. However, when studied in more detail, several shortcomings can be used to critique BNPP in managing its @bnpp_ri Twitter account.

First, as viewed from the aspect of content intensity, the finding shows that @bnpp_ri was considered volatile in loading contents. From August 2017 to January 2022, @bnpp_ri indicated instability in loading public service contents. Thus, it is recommended that BNPP keep the intensity of its contents stable. Consistency and massive public service content are important as other Indonesian people can update information related to the border areas of the Republic of Indonesia (Aziz et al., 2021). Second, the Twitter account @bnpp_ri was unable to dominantly involve other actors/accounts in establishing public service communications on Twitter social media. Utilizing the "tag" feature is one strategy that can be implemented to disseminate access to BNPP information in border areas. Therefore, BNPP should also be more

massive in utilizing and building communication with other actors in loading its contents.

The third is from the aspect of relations and the use of hashtags. In this aspect, BNPP was deemed to optimize hashtags and actor relations. The data in Figure 3 shows that the actor relations built were linear with the BNPP's main functions. Meanwhile, in the aspect of using hashtags, BNPP was considered to be able to create a special hashtag to attract the interest of Twitter users. The most dominant hashtag used is #netas. However, as an alternative, BNPP should also use other hashtags that are in line with the information of its contents. Finally, the fourth is the content of the communication for public services and border communities as well as the dominant topics loaded by BNPP in the @bnpp_ri account. In the aspects of the communication content of public services and border communities, BNPP loaded information/contents that were linear with its main functions as the border area management agency. These contents, for example, included community, economic, infrastructure, and several other conditions. Meanwhile, in the aspect of dominant topics, BNPP in the @bnpp_ri was also considered able to load topics linear with its main functions. Some of the dominant topics were published such as *bnpp Indonesia*, #netas, *batas Bangsa* (country borders), *perbatasan jamannow* (nowadays borders), *Pembangunan* (development), "#pidatopresidenjokowi" (president's speech)

As the state border area management agency, BNPP-RI should be more optimal in managing its Twitter account. Some of the shortcomings as described previously should be considered and used as a reference for improvements in managing the @bnpp_ri account. It is important in order to optimize the communication pattern of the public services in the border areas. Also, the access offered by the Twitter platform should be optimally utilized to become an alternative forum for communicating the public services in the border areas (Putu Wahyu Widiartana, 2021).

Conclusion

To conclude, BNPP-RI has an important role in managing the country's border areas. Its role must be linear with the communication patterns of its public services due to the importance of communicating various situations and conditions in the border areas. One of the public service communication platforms used by BNPP is Twitter social media. BNPP-RI, through its @bnpp_ri account, was able to take advantage of technological advances to disseminate information. When viewed from the aspect of communication contents and actor relations, BNPP was considered able to load content and build linear actor relations with their main tasks and functions as a border area management agency. However, through the analysis conducted by the researcher, some shortcomings in managing its Twitter social media account were still found. From the aspect of content intensity, @bnpp_ri was still considered inconsistent. Furthermore,

the Twitter account @bnpp_ri was unable to dominantly involve other actors/accounts in building public service communications on Twitter.

As the border area management agency, BNPP-RI should be more optimal in managing its Twitter account. It is crucial in order to maintain effectiveness and efficiency in public service communications in the border areas. The communication of public services sought by BNPP is fundamental for Indonesian citizens to know the situations and conditions in the national border areas. The researchers expect that the findings of the study can be used as a reference for managing and optimizing the use of Twitter social media as a public communication tool in the future.

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Attachment

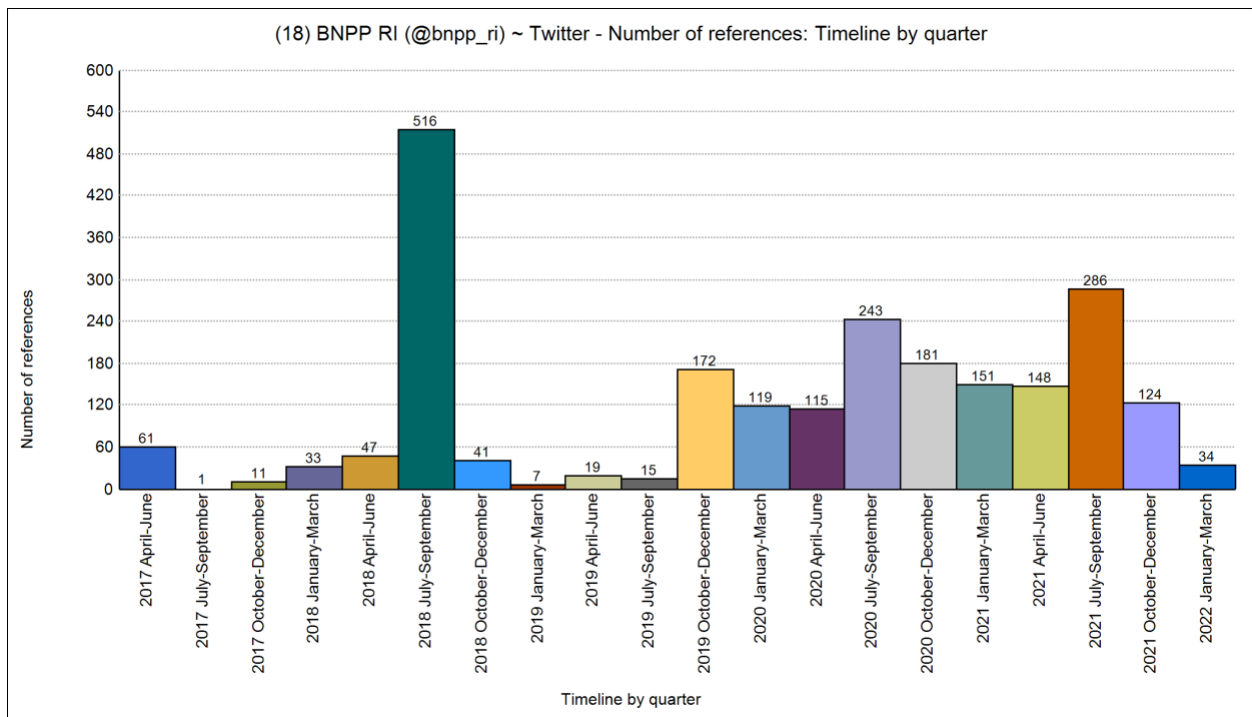


Figure 1. Public Service Communication Intensity on BNPP-RI Twitter Account

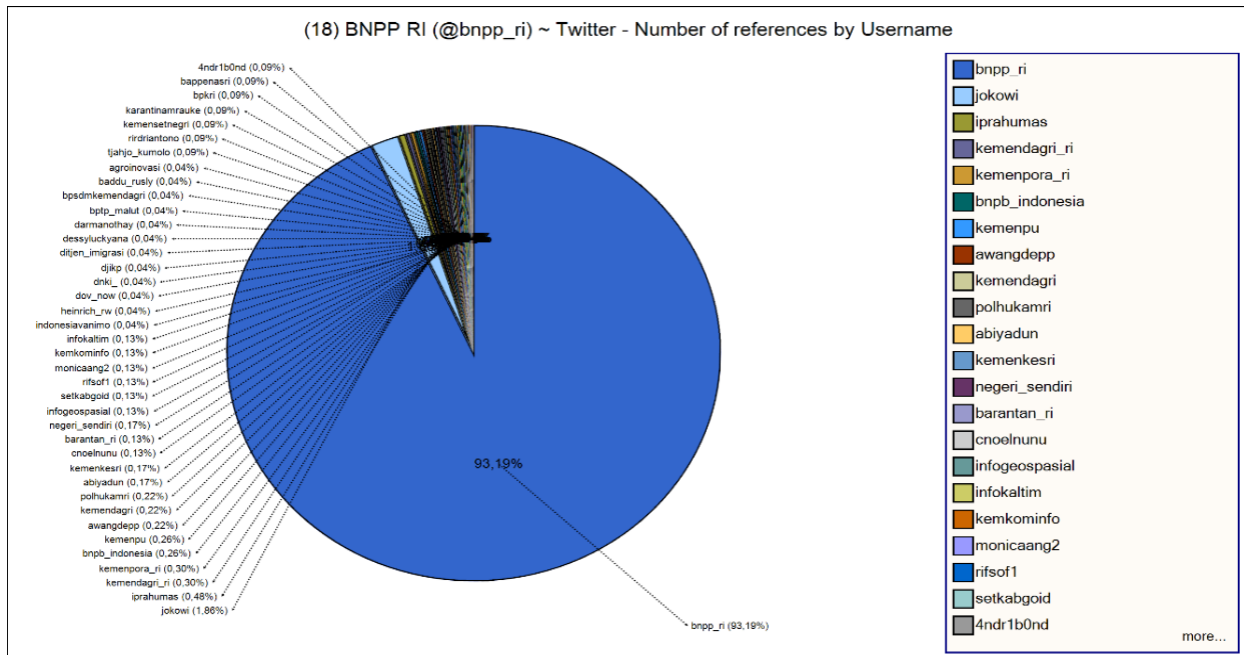


Figure 2. The Role of BNPP RI Together with Other Actors in Implementing Border Area Public Service Communication on BNPP RI Twitter Account

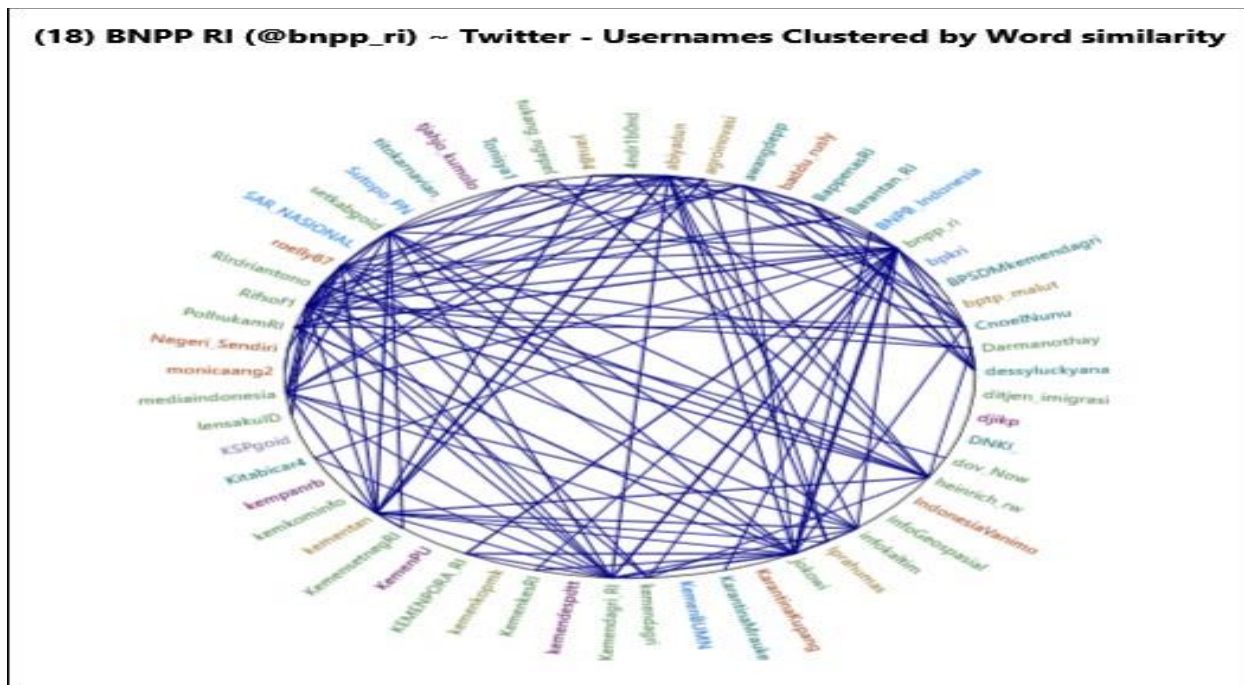


Figure 3. Relations between BNPP RI and Other Actors in Implementing Border Area Public Service Communication on BNPP RI Twitter Account

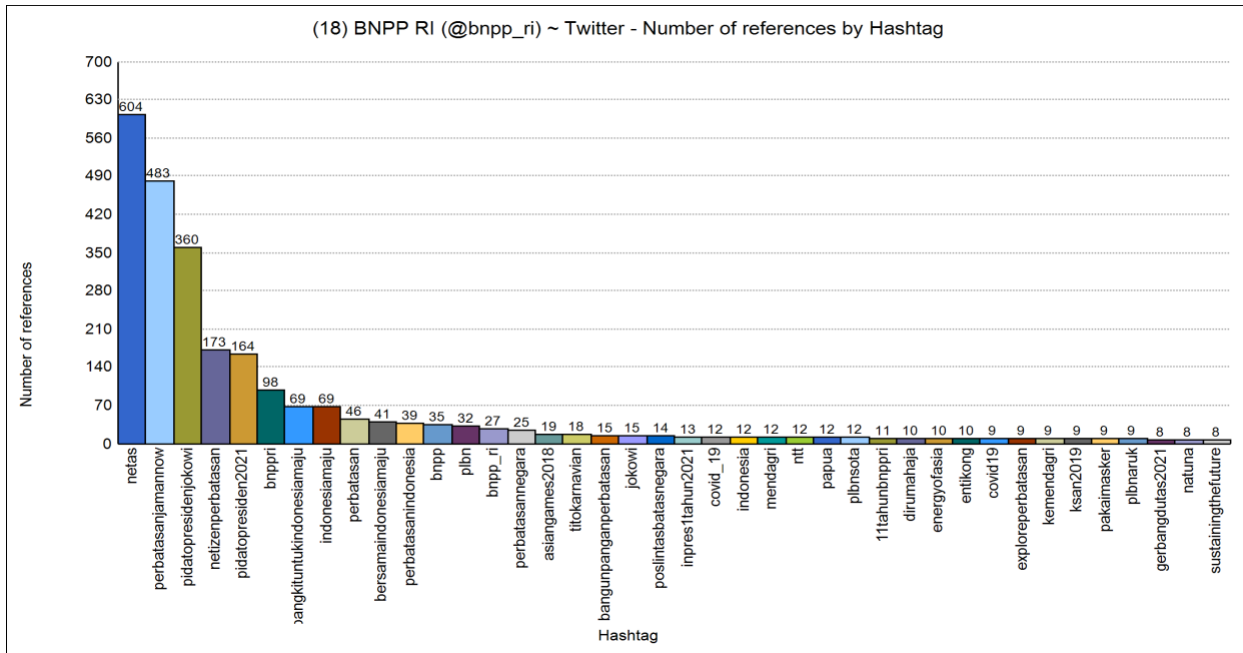


Figure 4. The BNPP-RI Twitter Account's Use of Hashtags as a Communication Channel for Border Area Public Service

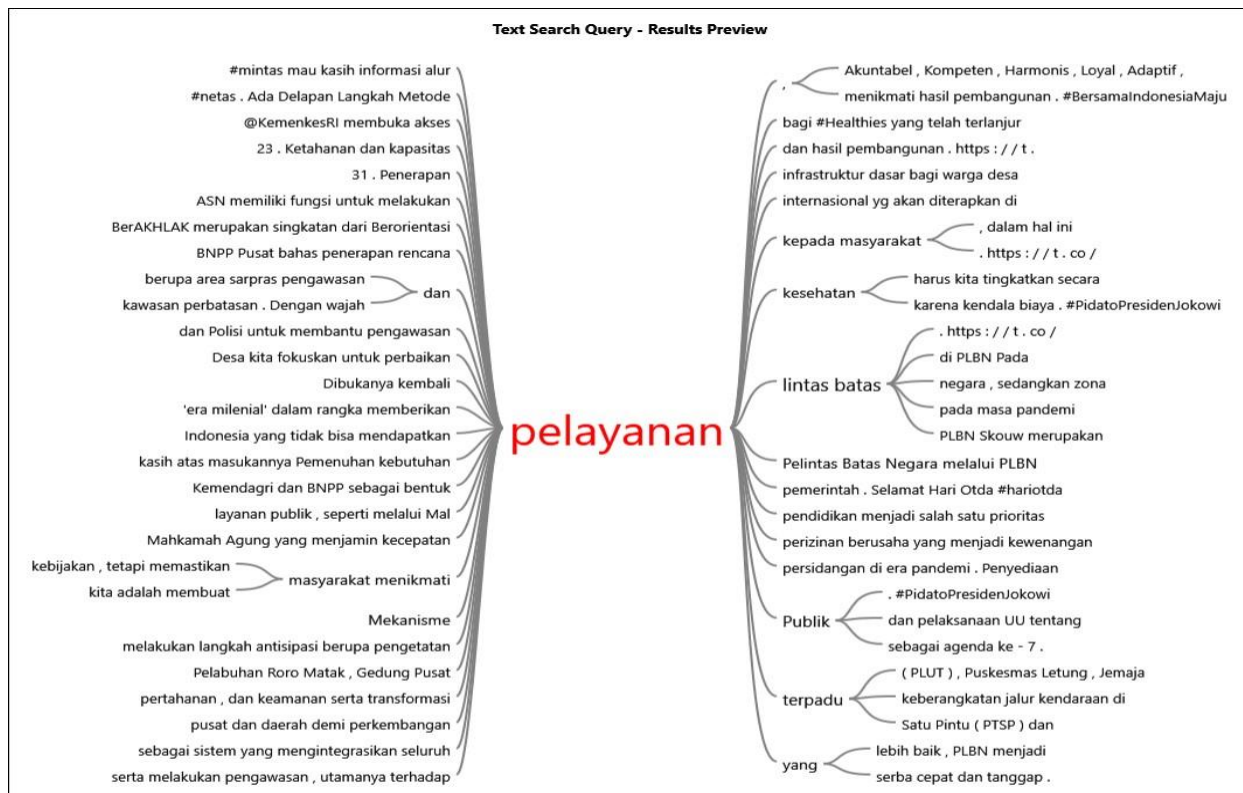


Figure 5. Border Area Public Service Communication of BNPP Twitter Account

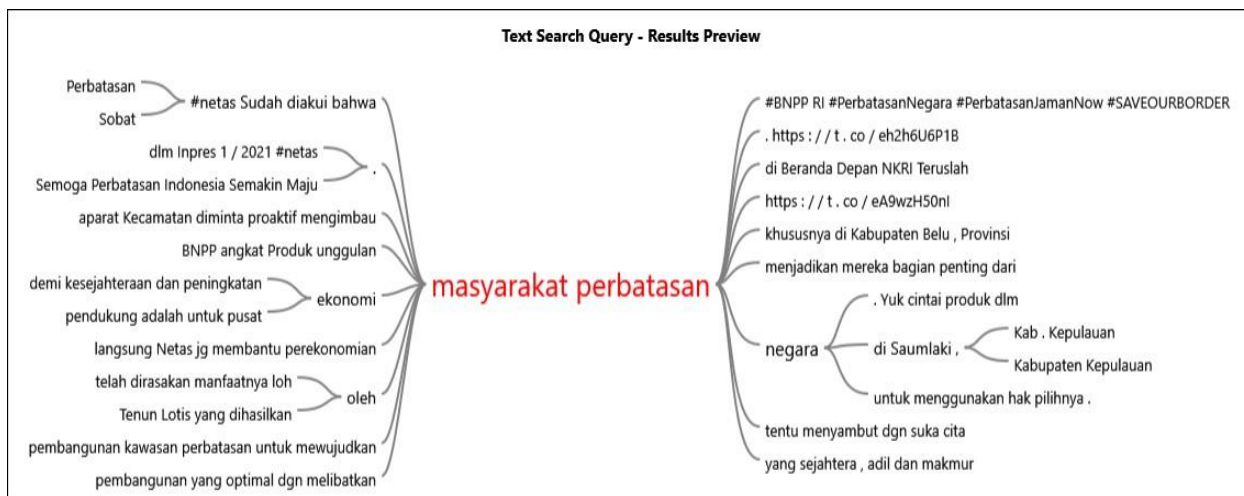


Figure 6. Communication of Border Area Public Services about Border Communities on BNPP Twitter Account



Figure 7. Dominant Topics of Border Area Public Service Communication on BNPP Twitter Account about Border Communities

