

IMPLEMENTATION OF THE COORDINATION FUNCTIONS OF THE MARITIME AND PORT AUTHORITY IN THE GOVERNANCE OF AHMAD YANI PORT IN TERNATE

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Abstract

This study analyzes the implementation of the coordination functions of the Harbor Master's Office and Port Authority (KSOP) in the governance of Ahmad Yani Port, Ternate, as well as the factors influencing its effectiveness based on Law No. 17 of 2008 on Shipping. Ahmad Yani Port plays a strategic role as a gateway for economic connectivity in the North Maluku Islands. However, in practice, it still faces various obstacles, such as overlapping institutional authorities, weak inter-agency communication, sectoral ego, limited coordination mechanisms, and inadequate monitoring facilities. These conditions have a direct impact on the effectiveness of shipping safety and security. Using an empirical legal research method that combines juridical and conceptual approaches and is supported by field data collected through interviews and direct observation, this study examines the issue using Soerjono Soekanto's theory of legal effectiveness. The research findings indicate that cross-sectoral coordination is already in place, but its effectiveness is still influenced by legal factors, law enforcement, supporting facilities and infrastructure, community participation, and legal culture. The novelty of this research lies in its empirical focus on the implementation of coordination in the governance of an archipelagic port at Ahmad Yani Port in Ternate, a topic that has been largely unexplored in previous legal literature. This study concludes that strengthening regulatory harmonization, enhancing institutional professionalism, ensuring adequate supporting infrastructure, and fostering a culture of collaboration are essential for achieving integrated and sustainable port governance.

Keywords: port authority; port coordination; port management

A. INTRODUCTION

Ports play a highly strategic role in supporting regional connectivity, economic growth, logistics distribution, and inter-island mobility in Indonesia, an archipelagic nation. In the context of a maritime nation, ports serve not only as berthing facilities for ships and sites for cargo loading and unloading, but also as hubs for maritime safety control, maritime security, port services, and oversight of maritime transportation activities.¹ Therefore, port governance requires an effective institutional coordination system to ensure that all port activities operate in an orderly, safe, and efficient manner, in accordance with applicable laws and regulations. One of the institutions that plays a key role in port governance is the Port Authority (KSOP). The KSOP serves a strategic function in overseeing maritime safety and security, regulating port

¹Datop Purwa Saputra, *Penerapan sistem manajemen keselamatan kapal sesuai ISM-Code*, 1 (Sleman : Deepublish, 2021).

activities, coordinating among agencies within the port area, and enforcing legal regulations in the fields of shipping and port operations.²

Under Indonesia's maritime legal system, the Port Authority derives its legal legitimacy from Law No. 17 of 2008 on Shipping. The law stipulates that the port captain is a government official at the port who holds the highest authority in enforcing and overseeing compliance with statutory regulations to ensure the safety and security of shipping.³ In addition, port authorities are also responsible for regulating, controlling, and supervising port operations at commercially managed ports. Consequently, the coordination functions carried out by the KSOP are of critical importance, as ports involve various institutional stakeholders, such as local governments, port operators, shipping companies, cargo handling labor, security personnel, environmental agencies, and the public who use port services.

Ahmad Yani Port in Ternate, as one of the main ports in North Maluku Province, plays a vital role in supporting economic activities and community mobility across the archipelago. The port serves as the primary route for goods distribution and maritime transportation, connecting the city of Ternate with various other regions in North Maluku and eastern Indonesia. The high volume of passenger and cargo ship activity at Ahmad Yani Port in Ternate necessitates an integrated and effectively coordinated port management system. In practice, port management is not only related to port administrative services but also involves aspects of maritime safety, vessel traffic order, supervision of loading and unloading activities, port area security management, and interagency coordination in addressing various issues that arise within the port area.

However, the implementation of the coordination functions of the Harbor Master's Office and the Port Authority in port governance still faces various challenges. Inter-agency coordination within the port area often does not function optimally due to overlapping jurisdictions, conflicting institutional interests, poor inter-agency communication, and a lack of policy alignment in the execution of each agency's duties and functions. In addition, the increasingly complex dynamics of port activities also pose a unique challenge for the KSOP in effectively carrying out its supervisory and control functions. These issues have the potential to create obstacles in port services, reduce the effectiveness of maritime safety supervision, and even trigger conflicts of authority among agencies in the port area.⁴

Coordination issues in port governance can also impact the quality of public services in the port sector. Ineffective coordination among agencies can lead to delays in ship and cargo service processes, weak oversight of port activities, and an increased risk of violations of maritime safety and security regulations. These conditions indicate that the KSOP's coordination function is not merely administrative but also has direct implications for the overall effectiveness of port governance.⁵ Therefore, an in-depth study is needed on the implementation of the coordination functions of the Harbor Master's Office and the Port Authority in port governance, particularly at Ahmad Yani Port in Ternate.

This research is important because, to date, there are still various empirical issues regarding inter-agency coordination in port areas that have not been fully resolved. Furthermore, research on the coordination function of the KSOP in port governance in the North Maluku region remains relatively limited, even though the archipelagic nature of North Maluku presents unique challenges in the management of maritime transportation and port services. This study

²Indah Purnaningratri dkk., "Analisis Fungsi Dasar Manajemen Pada Penerapan Single Truck Identification Data (STID) Di KSOP Utama Tanjung Priok," *Journal Marine Inside*, 4 Desember 2024, 72–77, <https://doi.org/10.62391/ejmi.v6i2.97>.

³Pasal 1 angka 56 *Undang-undang (UU) Nomor 17 Tahun 2008 tentang Pelayaran* (t.t.).

⁴Syamsul Rijal dan Adhe Ismail Ananda, "Tata Kelola Dan Efisiensi Layanan Pelabuhan Laut: Implikasi Hukum Pembagian Kewenangan Berdasarkan Uu Nomor 6 Tahun 2023 Tentang Cipta Kerja," *Journal Publicuho* 8, no. 3 (2025): 2103–11, <https://doi.org/10.35817/publicuho.v8i3.939>.

⁵Datop Purwa Saputra, *Penerapan sistem manajemen keselamatan kapal sesuai ISM-Code*.

is expected to provide an academic contribution to the development of maritime law and port governance studies, particularly regarding the implementation of institutional coordination functions in port operations. On the other hand, this study also holds practical urgency, as the research findings can serve as a basis for evaluation and recommendations for the KSOP and relevant agencies to enhance the effectiveness of coordination and port governance at Ahmad Yani Port in Ternate.

In order to achieve effective port governance, it is necessary to strengthen institutional coordination by synchronizing the duties and authorities of the agencies involved in the port area. In addition, communication and collaboration mechanisms among stakeholders must be improved to create a more integrated port supervision and service system. Strengthening the institutional capacity of the KSOP is also a crucial component in supporting the effectiveness of coordination functions, particularly in addressing the evolving complexity of port activities. Therefore, this study not only seeks to identify challenges in the implementation of coordination but also provides an analysis of the factors influencing the effectiveness of the KSOP's coordination functions within port governance.

Previous research relevant to this study has been conducted by Rachman⁶ which examines a model for monitoring the achievement of Service Level Agreements for port services by the Anggrek Class IV Port Authority and Harbor Master's Office. The study focuses on a model for monitoring port services in order to improve service quality at the port. This study has the advantage of explaining the importance of the KSOP's monitoring function in ensuring port service standards and providing an overview of the monitoring mechanisms for port service performance. However, the study places greater emphasis on the monitoring aspect of services and has not yet conducted an in-depth examination of the implementation of inter-agency coordination functions within port governance. Furthermore, the study is more oriented toward the managerial aspects of port services and thus does not highlight the dynamics of institutional coordination in port management practices.

Another study was conducted by Adella, which examined the exercise of authority by the Class I Port Authority and the Dumai City Environmental Agency in preventing and mitigating alleged marine pollution caused by an oil spill at the Port of Dumai. This study has the advantage of elucidating the coordination between agencies in addressing marine pollution in the port area, particularly between the Port Authority and environmental agencies. The study also highlights the importance of institutional synergy in addressing cross-sectoral maritime issues. However, the study is more focused on the context of addressing marine pollution caused by oil spills, so the scope of its discussion is limited in the areas of environmental protection and emergency response. The study has not yet comprehensively addressed the implementation of the KSOP's coordinating role in port governance in general, particularly in the provision of services and the management of day-to-day port operations.

Furthermore, research conducted by Wardhana⁷ research on outreach and guidance to enhance the professionalism of cargo handling workers through the synchronization of governance and institutional coordination at ports is also relevant to this study. This research has the advantage of highlighting the importance of institutional coordination in improving the professionalism of cargo handling workers and creating a more organized port governance system. The study also indicates that inter-institutional synchronization influences the effectiveness of port services. However, the study is more focused on community service aspects and the capacity building of

⁶Fajerin Rachman dkk., "Model Pengawasan Pencapaian Service Level Agreement Layanan Kepelabuhanan Oleh Kantor Kesyahbandaran Dan Otoritas Pelabuhan Kelas IV Anggrek," *Journal of Governance and Public Administration* 2, no. 4 (2025): 1108–20, <https://doi.org/10.70248/jogapa.v2i4.2792>.

⁷Andri Ali Wardhana, "Sosialisasi dan Pendampingan Peningkatan Profesionalisme TKBM Melalui Sinkronisasi Tata Kelola dan Koordinasi Kelembagaan Dipelabuhan," *Jurnal Pengabdian Masyarakat dan Penelitian Terapan* 4, no. 2 (2026): 116–20, <https://doi.org/10.38035/jpmp.v4i2.1969>.

cargo handling personnel; consequently, it has not specifically examined the implementation of the coordination functions of the KSOP as the institution responsible for oversight and control within the port area.

Based on the review of previous research, it can be observed that studies on the Port Authority generally still focus on aspects of service supervision, marine pollution control, and institutional coordination within specific contexts. Meanwhile, studies that specifically address the implementation of the Port Authority's coordination functions in port governance, particularly in the context of Ahmad Yani Port in Ternate, remain very limited. This study differs from previous research in that it specifically focuses on the implementation of the coordination functions of the Port Authority in port governance, as well as the factors influencing the effectiveness of such coordination. In addition, this study seeks to address gaps in previous research by empirically examining how interagency coordination is implemented in the practical management of ports in archipelagic regions, which have unique geographical characteristics and challenges. Thus, this study is expected to make a new contribution to the development of research on port governance and maritime law, particularly regarding the effectiveness of institutional coordination in port management.

Given this background, the objective of this study is to analyze the implementation of the coordination functions of the Harbor Master's Office and the Port Authority in the governance of the Ahmad Yani Port area in Ternate, as well as to analyze the factors influencing the effectiveness of the implementation of these coordination functions in port governance at the Ahmad Yani Port in Ternate.

B. RESEARCH METHODS

This study employs an empirical legal research design using both a statutory approach and a conceptual approach⁸ combined with a field-based approach to understand the implementation of the coordination functions of the Harbor Master's Office and the Port Authority in the governance of Ahmad Yani Port in Ternate. This study was conducted by examining the legal provisions governing shipping and port operations and analyzing their implementation in practice through data empirical data obtained from interviews and observations in the port area.⁹ The analytical framework used in this study includes legal content analysis to identify the substance of regulations regarding the authority and coordination functions of the Harbor Master's Office and the Port Authority, systematic interpretation to understand the relationships between laws and regulations within the maritime and port legal system, as well as qualitative descriptive analysis to assess the effectiveness of inter-agency coordination in port governance. The legal sources in this study consist of primary legal materials in the form of laws and regulations related to shipping and ports, secondary legal materials in the form of books, scientific journals, previous research results, and relevant official documents, as well as tertiary legal materials in the form of legal dictionaries and other supporting literature.¹⁰ All of these legal sources were selected based on their relevance to the research focus, then evaluated by assessing the relevance of their provisions and their alignment with implementation practices in the field, and subsequently synthesized systematically to gain a comprehensive understanding of the implementation of the coordination functions of the Harbor Master's Office and the Port Authority in the governance of Ahmad Yani Port in Ternate.

⁸Achmad Yulianto dan Mukti Fajar, *Dualisme Penelitian Hukum Normatif Dan Empiris* (Pustaka Pelajar, 2017).

⁹Muhaimin Limatahu dkk., "Kajian Sosio Legal Terhadap Permen 18 Tahun 2021 Tentang Penempatan Alat Penangkapan Ikan Dan Alat Bantu Penangkapan Ikan Di Wilayah Pengelolaan Perikanan Indonesia," *Iblam Law Review* 4, no. 1 (2024): 149–62, <https://doi.org/10.52249/ilr.v4i1.225>.

¹⁰Fathurrahim Fathurrahim dan Andika Adhyaksa, "Implementasi Perlindungan Lingkungan Maritim Atas Pencemaran Limbah Kapal Di Pelabuhan Rakyat Kota Ternate," *JATISWARA* 39, no. 2 (2024): 229–43, <https://doi.org/10.29303/jtsw.v39i2.711>.

C. RESULTS AND DISCUSSION

1. Implementation of the Coordination Functions of the Harbor Master's Office and Port Authority in the Administration of the Ahmad Yani Port Area in Ternate

The implementation of the coordination functions of the Harbor Master's Office and the Port Authority in managing the Ahmad Yani Port area in Ternate is a crucial component in establishing an orderly, safe, and integrated port system. As a strategic space where various maritime transportation activities, goods distribution, passenger mobility, and state institutional activities converge, the port requires an effective coordination system to ensure that all activities proceed in accordance with legal regulations and maritime safety standards. In this context, the Port Authority holds a central position as the institution responsible for overseeing, controlling, and coordinating various activities within the port area.¹¹

This function derives its legal basis from Article 211 of Law No. 17 of 2008 on Shipping, which stipulates that the harbor master has the highest authority to coordinate customs, immigration, quarantine, and other government agency activities for the purpose of oversight and law enforcement in the field of shipping safety and security.¹² These provisions are further elaborated in Government Regulation No. 31 of 2021 on the Administration of Maritime Affairs, which designates the Port Captain as the government official at the port responsible for carrying out maritime safety and security functions, including overseeing the seaworthiness of vessels, issuing Certificates of Seaworthiness (SPB), overseeing vessel traffic in the port, and coordinating the duties of government agencies responsible for customs, immigration, quarantine, and other governmental functions related to port activities. Thus, the Port Master's coordinating authority is not merely administrative in nature but also serves as a legal instrument to integrate the exercise of sectoral authorities by various agencies into a single, integrated port management system.

At the implementation level, these provisions are further clarified by Minister of Transportation Regulation No. PM 50 of 2021 on the Management of Seaports, which governs the conduct of government activities at ports, coordination among government agencies, and the mechanisms for port operations. This regulation demonstrates that the Port Master's coordination function is not limited to aspects of maritime safety but also encompasses the synchronization of the exercise of authority by all government agencies operating within the port area to ensure that the delivery of public services, oversight, and law enforcement proceed in an integrated manner. Furthermore, this coordination mechanism is operationalized through the issuance of a Letter of Approval to Sail, which requires the fulfillment of administrative and supervisory obligations by relevant agencies such as Customs and Excise, Immigration, Quarantine, and other technical agencies before a vessel is granted permission to sail. Thus, the Port Master's coordinating authority is an implementation of the concept of "single authority in port safety and security," which designates the Port Master as the central government coordination hub at the port to ensure legal certainty, effective oversight, and the comprehensive realization of maritime safety and security.

These provisions indicate that the coordinating role of the harbor master is not merely an administrative function, but rather a form of strategic authority aimed at ensuring the integrated management of port operations. In practice, the port area involves various institutions with different authorities, such as Customs and Excise in the supervision of goods, Immigration in the supervision of cross-border passenger traffic, the Port Health Office in quarantine and health aspects, security personnel in port security supervision, and port operators who provide

¹¹Rachman dkk., "Model Pengawasan Pencapaian Service Level Agreement Layanan Kepelabuhanan Oleh Kantor Kesyahbandaran Dan Otoritas Pelabuhan Kelas IV Anggrek."

¹²Pasal 1 *Undang-undang (UU) Nomor 17 Tahun 2008 tentang Pelayaran*.

port services.¹³ The large number of stakeholders involved in port operations underscores the importance of strong coordination to prevent overlapping jurisdictions and obstacles in service delivery and oversight within the port area.¹⁴

In the context of Ahmad Yani Port in Ternate, the implementation of the coordination functions of the Harbor Master's Office and the Port Authority is of critical importance, as this port serves as a major hub for maritime transportation in North Maluku. Ahmad Yani Port in Ternate not only serves passenger and cargo ships on a regional scale but also serves as the primary link for community mobility between the island regions of North Maluku. The high intensity of shipping activity at the port requires effective coordination among agencies to maintain the smooth operation of the port and ensure the safety and security of shipping.¹⁵

The implementation of coordination functions by the Harbor Master's Office and Port Authority at Ahmad Yani Port in Ternate is evident in the cross-sectoral coordination among agencies located within the port area. In carrying out its duties, the KSOP coordinates with customs authorities regarding the supervision of goods entering and leaving the port. This coordination is essential to ensure that goods distribution activities within the port area comply with legal regulations and to prevent violations such as the smuggling of illegal goods. In practice, coordination is carried out through information sharing, joint supervision, and institutional communication during the inspection of goods and ship documents.¹⁶

In addition, coordination with immigration authorities is also a crucial part of the KSOP's coordination functions, particularly regarding the monitoring of passenger traffic entering and exiting via sea routes. Although Ahmad Yani Port in Ternate primarily serves domestic activities, monitoring passenger mobility remains an essential component in maintaining administrative order and maritime safety. Under certain conditions, coordination between the KSOP and immigration authorities is necessary for the monitoring of foreign vessels and crew members originating from outside Indonesian territory.

In addition, coordination with port quarantine and health authorities is an integral part of the KSOP's coordination functions. This coordination is particularly crucial for monitoring the health of ship crews and passengers, as well as for preventing the potential spread of disease via maritime transport. In specific situations—such as disease outbreak response or ship health inspections—the KSOP collaborates with the Port Health Office to coordinate health screenings and enforce health safety protocols within the port area.

The KSOP's coordination role is also evident in its oversight of port operations, including cargo loading and unloading activities and the regulation of vessel traffic within the port area. In carrying out these activities, the KSOP coordinates with port operators and shipping companies to ensure that port operations comply with maritime safety standards. This coordination includes scheduling vessel berthing, monitoring vessel seaworthiness, and managing loading and unloading activities to prevent disruptions to safety and order within the port area.¹⁷

In terms of port security, the KSOP's coordination functions are carried out through cooperation with security agencies such as the police and the Indonesian Navy to maintain security in the port area. As a vital facility for maritime transportation, ports face significant

¹³Dahlia Dewi Apriani dkk., "Disharmoni Politik Hukum Pengelolaan Pelabuhan dalam Peraturan Perundang-Undangan Pelayaran," *Jurnal Indonesia Sosial Sains* 2, no. 10 (2021): 1682–90, <https://doi.org/10.36418/jiss.v2i10.449>.

¹⁴Ahmad Mufti dkk., "Overlapping Authorities In Maritime Law Enforcement: A Case Study Of Ternate City," *Administrative and Environmental Law Review* 6, no. 2 (2025): 91–104, <https://doi.org/10.25041/aer.v6i2.4192>.

¹⁵Fathurrahim dan Adhyaksa, "Implementasi Perlindungan Lingkungan Maritim Atas Pencemaran Limbah Kapal Di Pelabuhan Rakyat Kota Ternate."

¹⁶Hasan Hasan dkk., "Pengaruh digitalisasi terhadap kinerja sumber daya manusia melalui efektivitas kerja sebagai variabel mediasi di Kantor Kesyahbandaran dan Otoritas Pelabuhan Kelas II Ternate," *Jurnal Bisnis Mahasiswa* 5, no. 6 (2025): 2986–98, <https://doi.org/10.60036/jbm.928>.

¹⁷T. Subarsyah Sumadikara Achmad Ridwan Tentowi Roely Panggabean, *Politik hukum tata kelola kepelabuhanan nasional: studi kasus dwelling time di Tanjung Priok-Jakarta* (Warta Bagja, 2016).

security risks, including criminal activity, smuggling, and other potential security threats. Therefore, coordination among security agencies is essential for creating a safe and conducive port environment. In practice, coordination is carried out through joint patrols, monitoring of port activities, and handling of various forms of legal violations within the port area.¹⁸

Although the Port Authority (KSOP) at Ahmad Yani Port in Ternate has implemented coordination functions, in practice various obstacles still arise that affect the effectiveness of interagency coordination. One of the recurring issues is the presence of institutional ego among agencies, which prevents coordination from always functioning optimally. Each agency has its own authority and interests, which under certain conditions can lead to differing perspectives regarding the execution of duties within the port area. This situation has the potential to result in overlapping authority or delays in decision-making regarding port supervision and services.¹⁹

In addition, communication issues between agencies are also one of the obstacles to effective coordination in the port area. Effective coordination requires a fast and integrated communication system so that any information related to port activities can be promptly acted upon by the relevant agencies.²⁰ In practice, however, inter-agency communication is sometimes still formal and bureaucratic, which hinders effective coordination in addressing issues on the ground. The lack of an integrated information-sharing system can also lead to delays in monitoring and taking action against potential violations in port areas.²¹

Limited human resources and supporting facilities are also factors affecting the implementation of the KSOP's coordination functions at Ahmad Yani Port in Ternate. The high level of port activity requires adequate human resources to carry out supervision and interagency coordination. However, in practice, the limited number of supervisory personnel and supervisory support facilities can affect the effectiveness of coordination in the field. This situation prevents port activities from being supervised to the fullest extent, especially during periods of heavy port activity.²²

On the other hand, the implementation of the KSOP's coordination functions is also influenced by regulatory factors and the synchronization of policies across agencies. Although the harbor master's coordination authority is formally established under the Shipping Act, in practice there are still several sector-specific regulations that result in overlapping authorities among agencies within the port area. Differences in working mechanisms and operational procedures among agencies also pose a unique challenge in establishing effective coordination. Therefore, policy harmonization and the strengthening of inter-agency coordination mechanisms are necessary to ensure that the KSOP's coordination functions can be carried out optimally.²³

¹⁸Kevin Mahesa Amuwardhani dan Antonius Maria Laot Kian, "Konstruksi Hukum Indonesia atas Integrasi Flag State dan Port State terhadap Kejahatan Maritim," *Jurnal Usm Law Review* 8, no. 3 (2025): 2351–70, <https://doi.org/10.26623/julr.v8i3.13003>.

¹⁹Noviyanti Noviyanti dan Eliyanti Agus Mokodompit, "Regulasi Industri Maritim: Analisis Kebijakan, Tantangan Global, Dan Implikasi Terhadap Keberlanjutan Sektor Pelayaran," *RIGGS: Journal of Artificial Intelligence and Digital Business* 4, no. 4 (2025): 6670–80, <https://doi.org/10.31004/riggs.v4i4.4411>.

²⁰M. Husseyn Umar, *Hukum maritim dan masalah-masalah pelayaran di Indonesia*, Cet. 1 (Pustaka Sinar Harapan bekerja sama dengan Persatuan Pelayaran Niaga Indonesia, 2001).

²¹Hamka Hamka dkk., "Kualitas Layanan Publik Melalui Digitalisasi Terhadap Kinerja Kantor Kesyahbandaran Dan Otoritas Pelabuhan Utama Makassar," *Paradigma Journal of Administration* 3, no. 2 (2025): 79–84, <https://doi.org/10.35965/pja.v3i2.7652>.

²²Twenty Mariza Syafitri dan Akhmad Hasid Siregar, "Evaluasi Pengelolaan Aset Tetap pada Kantor Kesyahbandaran dan Otoritas Pelabuhan (KSOP) Kelas I Dumai," *Jurnal Ilmiah Raflesia Akuntansi* 11, no. 1 (2025): 313–20, <https://doi.org/10.53494/jira.v11i1.857>. observation and documentation. The research results show that the Dumai KSOP Office is in the appropriate category for implementing Minister of Transportation Regulation No. 70 of 2018 with a score of 73%. Evaluation of fixed asset administration procedures showed the following results: 72% for fixed asset bookkeeping activities, 67% for fixed asset inventory activities, 81% for fixed asset reporting activities, and 74% for completeness of filling in goods identity cards (KIB

²³Dino Rizka Afdhali dan Taufiqurrohman Syahuri, "Idealitas Penegakkan Hukum Ditinjau Dari Perspektif Teori Tujuan Hukum," *Collegium Studiosum Journal* 6, no. 2 (2023): 555–61, <https://doi.org/10.56301/csj.v6i2.1078>.

From a governance perspective, the implementation of the KSOP's coordination functions at Ahmad Yani Port in Ternate reflects the importance of the principle of collaborative governance in port management. Port governance cannot be carried out in isolation by a single agency; rather, it requires synergy and cooperation among various stakeholders. With effective coordination, each agency can carry out its duties and authorities in an integrated manner so that services and oversight in the port area can run more optimally.²⁴

Effective coordination also plays a crucial role in enhancing maritime safety and security. Through effective interagency coordination, oversight of vessels, cargo, passengers, and port operations can be conducted in a more structured and systematic manner. This is essential for preventing maritime accidents, legal violations within port areas, and threats to maritime transport security. Furthermore, effective coordination can also improve the quality of port services, thereby having a positive impact on economic activities and logistics distribution in the North Maluku region.

Based on the results of these discussions, it is clear that the implementation of the coordination functions of the Harbor Master's Office and the Port Authority in managing the Ahmad Yani Port area in Ternate has been carried out through cross-sectoral coordination with various agencies involved in port activities. This coordination encompasses customs, immigration, quarantine, port security, port operational oversight, and law enforcement in the areas of maritime safety and security. However, the effectiveness of this coordination implementation still faces various challenges, such as inter-agency sectoral ego, weak inter-agency communication, limited human resources and supporting facilities, and suboptimal policy synchronization among agencies within the port area. Therefore, it is necessary to strengthen coordination mechanisms, enhance institutional capacity, and harmonize policies among agencies to achieve more effective, safe, and integrated port governance at Ahmad Yani Port in Ternate.

2. Factors Affecting the Effectiveness of the Implementation of the Coordination Functions of the Harbor Master's Office and Port Authority in Port Governance at Ahmad Yani Port in Ternate.

The effectiveness of the coordination functions carried out by the Harbor Master's Office and Port Authority in the governance of Ahmad Yani Port in Ternate is a crucial aspect in establishing a port system that is orderly, safe, and capable of ensuring the smooth operation of shipping activities. The coordination functions carried out by the Port Authority (KSOP) are not only related to administrative relations between agencies but also to the supervision of maritime safety, law enforcement, the control of port activities, and the synchronization of authorities among institutions within the port area.²⁵ In practice, the effectiveness of such coordination is influenced by various factors that determine whether or not the coordination function is carried out optimally. To analyze these factors, this study employs Soerjono Soekanto's theory of legal effectiveness, which explains that legal effectiveness is influenced by five main factors: legal factors, law enforcement factors, infrastructure or facility factors, societal factors, and cultural factors.²⁶ These five factors are interrelated and influence the success of law enforcement in society, including the coordination functions of the Harbor Master's Office and the Port Authority at Ahmad Yani Port in Ternate.

²⁴F. S. Messina, "Caesium Ion: Antagonism to Chlorpromazine- and L-Dopa- Produced Behavioural Depression in Mice," *The Journal of Pharmacy and Pharmacology* 27, no. 11 (1975): 873–74, <https://doi.org/10.1111/j.2042-7158.1975.tb10236.x>.

²⁵Elly Kristiani Purwendah, "Prinsip Kehati-Hatian (Precautionary Principle) Dalam Pencemaran Minyak Akibat Kecelakaan Kapal Tanker Dalam Sistem Hukum Indonesia," *Jurnal Media Komunikasi Pendidikan Pancasila dan Kewarganegaraan* 2, no. 1 (2020): 7–26, <https://doi.org/10.23887/jmpppkn.v2i1.81>.

²⁶Muhammad Handika Suryanto dkk., "No Viral No Justice Perspektif Teori Efektivitas Hukum Soerjono Soekanto," *Widya Yuridika* 7, no. 3 (2024): 513–22, <https://doi.org/10.31328/wy.v7i3.5076>.

The first factor influencing the effectiveness of the implementation of the coordination functions of the Harbor Master's Office and the Port Authority is the legal framework itself. The legal framework pertains to the substance of the laws and regulations governing the authority, duties, and mechanisms for interagency coordination within the port area. In the context of port governance, the primary legal basis governing the authority of the Port Master is found in Law No. 17 of 2008 on Shipping, specifically Article 211, which affirms that the Port Master holds the highest authority in coordinating customs, immigration, quarantine, and other government agency activities for the purpose of supervision and law enforcement in the field of shipping safety and security. Normatively, this provision provides strong legitimacy to the KSOP to carry out coordination functions within the port area.

However, in practice, various issues related to legal substance continue to arise, affecting the effectiveness of interagency coordination. One frequently encountered issue is the overlap of authority among agencies within the port area. Although the law has granted coordinating authority to the harbor master, each agency at the port also has its own sectoral legal basis that grants specific authority to that agency. This situation often leads to differing interpretations regarding the boundaries of authority among agencies, potentially causing jurisdictional conflicts in the execution of duties on the ground. For example, in the inspection of goods at the port, the authority lies with Customs and Excise, while in matters of safety and vessel supervision, the authority rests with the Port Authority (KSOP). In certain situations, differing understandings of the scope of authority can hinder the coordination process and decision-making.²⁷

In addition, the effectiveness of the law is also affected by the lack of full harmonization of regulations across sectors. Certain technical provisions across agencies sometimes involve differing procedures, making it difficult to implement integrated coordination. Differences in administrative procedures and operational mechanisms among agencies result in coordination processes taking longer. These conditions indicate that the effectiveness of implementing coordination functions is determined not only by the existence of legal rules but also by the harmonization and synchronization of regulations governing port management.

The second factor influencing the effectiveness of the KSOP's coordination function is law enforcement. According to Soerjono Soekanto's theory of legal effectiveness, law enforcement plays a crucial role in determining whether a legal rule is successfully enforced. In the context of port governance, law enforcement is not limited to the police or judicial institutions, but also includes the Harbor Master's Office and Port Authority, as well as other agencies with supervisory authority within the port area. The implementation of coordination functions is highly dependent on the quality of human resources, the professionalism of officials, and the ability of agencies to work synergistically in carrying out their duties.

At Ahmad Yani Port in Ternate, the effectiveness of interagency coordination is greatly influenced by the quality of communication and working relationships among officials from agencies located within the port area. In practice, effective coordination requires a shared understanding of common goals in maintaining maritime safety and security. However, sectoral egos among agencies still exist, preventing coordination from functioning optimally. Each agency tends to defend its own authority, which under certain conditions can hinder the implementation of coordination. Such sectoral ego can result in slow decision-making, a lack of information exchange between agencies, and weak collaboration in addressing issues within the port area.²⁸

²⁷Datep Purwa Saputra, *Penerapan sistem manajemen keselamatan kapal sesuai ISM-Code*.

²⁸Fathurrahim Fathurrahim dkk., "The Urgency Of Shifting The Regulation Of Enforcement Of Fisheries Criminal Laws From Criminal Sanctions To Administrative Sanctions," *Jurnal Usm Law Review* 8, no. 3 (2025): 1869–89, <https://doi.org/10.26623/julr.v8i3.12758>, but have not criticized the dominance of the penal approach, which has led to problems of imbalance in law enforcement, where criminal instruments are used extensively without considering the nature of the offense

Not only sectoral interests, but also the professionalism of officials influences the effectiveness of coordination efforts.²⁹ KSOP officials are required to possess technical and managerial skills in managing interagency coordination within the port area. Communication, leadership, and decision-making skills are critical aspects of carrying out coordination functions. If personnel responsible for coordination lack adequate capacity, the coordination process will face obstacles. Therefore, enhancing human resource capacity through education and training is a vital component in improving the effectiveness of coordination at the port.

The welfare of law enforcement officials is also a factor that influences the effectiveness of coordination. Soerjono Soekanto's theory explains that the work ethic of law enforcement officials is closely linked to their welfare. Officials who enjoy a good standard of living tend to have higher work motivation in carrying out their duties. Conversely, if the welfare of officials is neglected, it can affect the quality of service and supervision in the port area. Therefore, support for the welfare of officials is a crucial component in enhancing the effectiveness of the KSOP's coordination functions.³⁰

The third factor influencing the effectiveness of the implementation of coordination functions is the availability of legal mechanisms or facilities. In the implementation of coordination within port areas, the availability of supporting infrastructure and facilities plays a crucial role. The execution of oversight and coordination requires adequate facilities such as communication systems, information technology, surveillance equipment, operational vehicles, and other supporting infrastructure. Without adequate facilities, interagency coordination will face various challenges in the field.³¹

At Ahmad Yani Port in Ternate, limited facilities and infrastructure are among the factors affecting the effectiveness of coordination efforts. The high volume of vessel activity and cargo movement at the port requires a modern, integrated monitoring system. However, in practice, limitations in technology and information systems sometimes result in inter-agency coordination that is not yet swift or efficient. For example, suboptimal data exchange systems between agencies can cause delays in vessel monitoring and service processes.³²

In addition, the limited number of supervisory personnel also poses a challenge to coordination within the port area. The high volume of port operations requires an adequate number of personnel to ensure optimal supervision. However, if personnel are limited, supervision of port activities becomes less than optimal. This situation can impact the effectiveness of coordination in overseeing maritime safety and security.

Facility maintenance also affects the effectiveness of coordination efforts. Poorly maintained support facilities can hinder the performance of oversight and coordination tasks. Therefore, in addition to providing adequate facilities, the maintenance of support facilities and infrastructure is also a crucial component in ensuring the effectiveness of the KSOP's coordination functions at Ahmad Yani Port in Ternate.

and the capacity of the perpetrator. This condition has implications for the emergence of legal uncertainty, inefficient judicial burdens, and a lack of corrective effects on the main actors in fisheries crime. This research gap is the main basis for conducting this study. The method used is normative legal research with a legislative, conceptual, and comparative approach, enriched with limited empirical analysis through a review of law enforcement practices and court decisions. The results of the study show that criminal sanctions have so far been ineffective in targeting the main actors (corporations

²⁹Muhammad Amin, "Pengaruh Profesionalisme Aparatur Terhadap Kualitas Pelayanan Publik Bidang Administrasi Pemerintahan," *Public Policy (Jurnal Aplikasi Kebijakan Publik & Bisnis)* 1, no. 2 (2020): 137–52, <https://doi.org/10.51135/PublicPolicy.v1.i2.p137-152>.

³⁰Isnawati Minanti Ningsih dan Nurhikmah, "Pengaruh Job Description dan Kompetensi Terhadap Kinerja Pegawai Pada Kantor Kesyahbandaran dan Otoritas Pelabuhan (KSOP) Kelas I Banjarmasin," *Jurnal Riset Inspirasi Manajemen dan Kewirausahaan* 10, no. 1 (2026): 22–31, <https://doi.org/10.35130/etvxx868>.

³¹Hasan dkk., "Pengaruh digitalisasi terhadap kinerja sumber daya manusia melalui efektivitas kerja sebagai variabel mediasi di Kantor Kesyahbandaran dan Otoritas Pelabuhan Kelas II Ternate."

³²Ariraya Sedayu dan Reka Adiyasa, "Pengaruh Faktor-Faktor Kontekstual Terhadap Keberhasilan Pelatihan Aparatur: Tinjauan Pustaka Dan Kerangka Konseptual," *Jurnal Aparatur* 8, no. 1 (2024): 26–36, <https://doi.org/10.52596/ja.v8i1.218>.

The fourth factor influencing the effectiveness of the implementation of coordination functions is the community factor. In the context of port governance, the community in question includes port service users, shipping companies, cargo handling workers, and the general public engaged in activities within the port area. The level of the community's legal awareness significantly influences the effectiveness of supervision and coordination implementation at the port. If the community possesses a strong sense of legal awareness, the enforcement of regulations and coordination mechanisms will operate more effectively.³³

However, in practice, violations of safety and order regulations are still found in port areas. Some port service users sometimes fail to comply with administrative procedures and maritime safety standards. These conditions can hinder the supervision and coordination efforts carried out by the KSOP. Therefore, raising public legal awareness through outreach and education is a crucial component in supporting the effective implementation of coordination functions.

Public participation and that of business operators also influence the effectiveness of port governance. Effective coordination requires cooperation between the government and port service users. If business operators and the public support maritime safety and supervision policies, then the implementation of coordination will be easier to carry out. Conversely, if the public does not support or tends to ignore applicable regulations, the implementation of coordination functions will face obstacles.³⁴

The fifth factor influencing the effectiveness of the implementation of the coordination function is the cultural factor. According to Soerjono Soekanto's theory, culture is related to the values that exist within a society and influence the legal behavior of its members.³⁵ In the context of ports, the work culture and legal culture across agencies significantly influence the effectiveness of coordination. If the prevailing work culture prioritizes cooperation and collaboration, inter-agency coordination will be more effective. Conversely, if the work culture remains sectoral and individualistic, it will be difficult to achieve optimal coordination.

At Ahmad Yani Port in Ternate, bureaucratic culture among agencies remains a challenge to effective coordination. Some agencies still tend to operate based on their respective sectoral authorities without building strong synergies with other agencies. This situation results in coordination often being carried out as a mere administrative formality, without strong integration in the execution of tasks on the ground.

Additionally, the culture of the coastal community and business operators in the port area also impacts the effectiveness of coordination implementation. In certain situations, the community prioritizes economic interests over compliance with port safety and order regulations. This indicates that the effectiveness of legal implementation is influenced not only by formal regulations but also by the community's legal culture regarding adherence to existing rules.³⁶

Based on the discussion above, it can be understood that the effectiveness of the implementation of the coordination functions of the Harbor Master's Office and the Port Authority at Ahmad Yani Port in Ternate is influenced by various interrelated factors, namely legal factors, law enforcement factors, infrastructure or facility factors, community factors, and cultural factors. These five factors determine whether or not the coordination function is carried out effectively in supporting safe, orderly, and integrated port governance. Therefore, efforts are needed to strengthen regulations, enhance the professionalism of officials, provide adequate facilities, raise public legal awareness, and foster a culture of inter-agency collaboration to improve

³³Ardilla Ayu Kirana Emerald Ayu Kusuma, *Buku Transformasi Pelayanan Publik: Mewujudkan Pemerintahan yang Efektif dan Responsif* (Deepublish, 2024).

³⁴Erick Nugraha Eli Nurlaela Priyanti Dewi, Yusrizal, Unggul Senoadji, Ratna Bachrun, Reza Shah Pahlevi, Ratu Sari Mardiah, Andri Pratama, *Pelabuhan Perikanan dalam Sistem Perikanan Tangkap*, 1 (Yayasan Kita Menulis, 2026).

³⁵Shidarta Shidarta, *Apa Itu Budaya Hukum?*, versi 1, 2019, <https://doi.org/10.13140/RG.2.2.10176.46083/1>.

³⁶Mohammad Mahrus Ali dkk., "Perlindungan Hak Konstitusional Masyarakat Pesisir : Urgensi Harmonisasi Regulasi Pengelolaan Pesisir Terpadu," *Jurnal Konstitusi* 17, no. 4 (2021): 799–827, <https://doi.org/10.31078/jk1745>.

the effectiveness of the implementation of the coordination functions of the Port Authority at Ahmad Yani Port in Ternate.

D. CONCLUSION

Based on the research findings, it can be concluded that the implementation of the coordination functions of the Harbor Master's Office and the Port Authority in the governance of Ahmad Yani Port in Ternate has been carried out through coordination with customs, immigration, and quarantine agencies, security forces, port operators, and shipping companies for the purpose of overseeing maritime safety and security; however, its implementation has not yet been optimal due to ongoing challenges such as overlapping authority among agencies, weak communication and information exchange, institutional sectoral ego, as well as limitations in supporting infrastructure and human resources for port supervision. Factors affecting the effectiveness of implementing these coordination functions include legal factors where sectoral regulations are not yet fully harmonized, law enforcement factors related to professionalism and inter-agency working relationships, limited infrastructure and facilities, societal factors regarding the legal awareness of port service users, and a bureaucratic work culture that remains largely sectoral. This study has limitations because it focuses only on the implementation of coordination at Ahmad Yani Port in Ternate; therefore, it does not reflect the state of coordination by the KSOP at other ports in Indonesia. Therefore, it is necessary to strengthen the harmonization of regulations among agencies, enhance the capacity and professionalism of KSOP officials, develop an integrated communication and data exchange system, and foster a culture of cross-sectoral coordination so that port governance can operate more effectively and ensure optimal safety and security of navigation.

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