

IMPLEMENTATION OF BUDGET ALLOCATION POLICY IN FULFILLING FACILITIES AND INFRASTRUCTURE FOR PATROL FLEET FOR SEA AREA SUPERVISION AT CLASS II BITUNG BASE

Johan Frans Siahaya, Steven V. Tarore, Laurens Bulu.

Magister Administrasi Publik, Fakultas Ilmu Sosial dan Hukum, Universitas Negeri Manado. Indonesia

Corresponding email : johansiahaya6@gmail.com

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Abstract

This study aims to analyze the budget allocation procedures for fulfilling maritime areas at the Bitung Class II Base, as well as to examine the determinant factors in the budget allocation procedures for maritime area surveillance at the Bitung Class II Base. This study uses a descriptive qualitative approach. Data were obtained through in-depth interviews, observations, and documentation studies, then analyzed using the interactive model of Miles, Huberman, and Saldaña through data condensation, data presentation, and conclusion drawing. The results of the study indicate that the implementation of the budget allocation policy at the Bitung Class II Base is not optimal because there is still a gap between operational needs and available budget capabilities. The fulfillment of patrol fleet facilities and infrastructure is in an available condition but is not ideal, both in terms of fleet readiness, technical support, logistics, and maintenance facilities. The implementation of the budget allocation policy has direct implications for the effectiveness of maritime area surveillance, especially on patrol intensity, surveillance area coverage, and fleet operational readiness. Factors that influence policy implementation include communication, resources, implementer disposition, and bureaucratic structure, with resources and bureaucratic structure as the dominant factors.

Keywords: policy implementation, budget allocation, facilities and infrastructure, patrol fleet, maritime area surveillance

INTRODUCTION

Maritime surveillance is a strategic function of the state, relating not only to the protection of sovereignty but also to the safety of navigation, the protection of resources, maritime economic activity, and national resilience. Therefore, maritime surveillance requires a visible and consistent state presence supported by adequate operational capacity to effectively prevent and control various risks in territorial waters (Bueger, 2015:159-164). In the context of Indonesia as an archipelagic nation, maritime surveillance issues are becoming increasingly complex due to the vastness of its waters, the high mobility of maritime activity, and the significant need for ongoing patrols. This situation means that maritime surveillance cannot rely solely on organizational structures and personnel, but is highly dependent on the availability of patrol fleets, supporting facilities, operational logistics, and budget policies capable of sustainably supporting all these needs (Bueger, 2015:162-163). The Bitung Class II Base holds a strategic position in supporting maritime surveillance, particularly in eastern Indonesia, which experiences high shipping intensity and maritime interests. However, this strategic position will only be meaningful if the base is supported by adequate facilities and infrastructure, as a base essentially serves not only as a berthing location for ships but also as a support center for operations, logistics, maintenance, and control of the surveillance fleet (Krisnafi et al., 2021). A more specific problem in this research lies in the fact that the provision of patrol fleet facilities and infrastructure does not always align with the operational needs of maritime surveillance. Administrative fleet availability does not automatically mean technical operational readiness, as vessel readiness is heavily influenced by platform conditions, fuel availability, maintenance systems, spare parts availability, and other technical support. Thus, the issue of maritime surveillance is not merely about the presence or

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absence of patrol vessels, but also about whether the fleet is truly ready for optimal use (Prayitno et al., 2022:2-3). Another issue is that budget allocation policies often have to operate within limited resources. As a result, the budget policy implementation process is more focused on prioritizing needs rather than meeting them comprehensively. In the context of maritime surveillance, this pattern can lead to reduced patrol frequency, limited surveillance coverage, delayed fleet maintenance, and inadequate logistical and technical support. In other words, budget constraints are not merely administrative issues but have direct implications for the effectiveness of maritime surveillance (OECD, 2018:16-19). In addition to budget constraints, there are also issues with policy implementation governance. Available budget support may not immediately address field needs if the planning, distribution, procurement, and implementation processes require a long time. In operational organizations such as patrol bases, slow bureaucratic processes can result in urgent technical needs not being met immediately, thus impacting fleet readiness and the continuity of patrol activities. This suggests that the research issue lies not only in budget size, but also in how budget policies are implemented quickly, accurately, and responsively to operational needs (OECD, 2018:15-16).

Another issue that highlights the urgency of this research is the direct relationship between base support and the success of surveillance operations. Bases lacking adequate operational facilities will experience limitations in supporting patrol vessels, including mooring, maintenance, logistics, and other operational support. This demonstrates that maritime surveillance cannot be solely the responsibility of the fleet at sea, but is also crucially determined by the quality of support from the base, which serves as the primary operational base (Krisnafi et al., 2021). Thus, the core problem in this study can be formulated more clearly, namely the gap between the demands of monitoring a vast and dynamic maritime area and the ability to implement budget allocation policies to meet the facilities and infrastructure of the patrol fleet at the Bitung Class II Base. This gap is evident in the less than optimal readiness of the fleet, maintenance support, supporting facilities, operational logistics, and the ability of budget policies to comprehensively and sustainably address field needs (Prayitno et al., 2022:2-3).

METHOD

This study uses a qualitative method with a descriptive approach, which aims to understand in depth the implementation of budget allocation policies in fulfilling the facilities and infrastructure of patrol fleets for maritime surveillance at the Bitung Class II Base. The descriptive approach was chosen because the study was not intended to test a hypothesis, but rather to systematically and factually describe the phenomena that occurred. The research location was determined at the Bitung Class II Base, with an implementation time of approximately three months. The main focus of the study was directed at the budget allocation preparation procedure, which was described into three sub-foci: the process of determining budget allocations, fulfilling the needs of patrol fleet facilities and infrastructure, and maritime surveillance.

Informants were selected using purposive sampling, i.e., they were intentionally selected based on the criteria of having knowledge, experience, and direct involvement in policy implementation. Informants included planning and budget management officials, patrol fleet operational officials, as well as technical, logistics, and infrastructure personnel. The number of informants was not determined statistically, but based on the sufficiency of information to reach data saturation point. Data sources consisted of primary data (from in-depth interviews and field observations) and secondary data (from documents, archives, reports, regulations, and other written materials). Data collection techniques included semi-structured interviews, direct observation of fleet conditions, and study of policy documentation and activity reports. The primary instrument in this study was the researcher herself, assisted by supporting instruments such as interview guidelines, observation guidelines, document review formats, recording devices, and field notes. Data analysis was conducted qualitatively using the interactive model of Miles, Huberman, and Saldaña, which consists of three components: data condensation, data presentation, and conclusion drawing and verification—conducted simultaneously from data collection to report preparation. To ensure data validity, source and method triangulation were applied, complemented by member checks with informants to ensure information accuracy and reduce the possibility of bias in interpretation.

RESULTS AND DISCUSSION

A. Procedures for determining budget allocations to fulfill the facilities and infrastructure for patrol fleets for monitoring sea areas at the Bitung Class II Base

1. Budget Allocation Determination Process

Based on interviews with informants, the implementation of the budget allocation policy at the Bitung Class II Base has essentially proceeded through relatively systematic stages, starting from identifying needs, preparing budget plans, internal discussions, setting priorities, distributing funds, and using the budget to support the implementation of maritime patrol duties. The Planning/Budget Management Staff stated that “the budget allocation planning process begins with the identification of operational needs for the patrol fleet by each unit, then a proposal is made in an internal planning forum to be adjusted to the available budget ceiling.” However, he also acknowledged that “in its implementation, the budget policy has been running according to the mechanism, but often the realization in the field must be readjusted to the limitations of the approved budget.” The Patrol Operations Coordinator added that “from an operational perspective, the budget planning process usually starts from the actual needs of patrols in the field, such as area coverage, patrol frequency, fleet condition, and logistical needs.

The proposal is then submitted to the planning section for further discussion. In its implementation, we see that the budget allocation policy does help support patrol operations, but does not fully address all needs because there are some activities that must be postponed or prioritized.” Regarding the budget distribution and utilization mechanism, the Planning Staff explained that “the budget distribution mechanism is carried out based on established administrative flows, starting with the approval of budget documents, issuing authorization for use, and then distributing funds to operational activity items. Budget utilization is directed towards priority needs, such as fuel, fleet maintenance, patrol logistics, and other operational support.” The Operations Coordinator added that “if the budget has not been released or its realization is late, then patrol activities must be adjusted to existing conditions.” State Ship Personnel emphasized that “budget utilization in the technical field is mostly directed towards the maintenance and repair of patrol fleet facilities. The mechanism begins with the proposal for technical needs, then it is verified, after which it can be used according to existing approvals.” In terms of policy alignment with field needs, the Planning Staff stated that “in general, the budget allocation policy is directed towards meeting the operational needs of the patrol fleet, but the level of alignment is not entirely ideal. In planning, we try to include various important needs such as ship maintenance, fuel, patrol equipment, and logistical support. However, due to budget limitations, not all proposed needs can be fully accommodated.” The Planning Staff also mentioned that “inter-unit coordination in implementing budget allocation policies has essentially been implemented through planning meetings, needs discussions, and budget implementation evaluations. However, in practice, this coordination has not always been optimal due to differing perceptions of the urgency of needs and time constraints during the discussion process.”

When all these findings are analyzed in an integrated manner, it is clear that the implementation of the budget allocation policy at the Bitung Class II Base is underway but not yet fully effective. It is underway because the organization has established clear procedures, stages, and division of tasks in budget management. However, it is not yet fully effective due to several factors that still hinder it, namely budget limitations, slow realization of needs, uneven implementation of the policy, and coordination between units that is not always synchronized. Thus, this discussion shows that the implementation of the budget allocation policy cannot be assessed solely from the formality of implementation, but must be assessed from its ability to meet the operational needs of the patrol fleet in real terms (OECD, 2018: 15-19). Tarore (2025) stated that contemporary public administration demands a synthesis between classical theory and the global dynamics of the 21st century, so that the implementation of public policy must be able to respond to changes in the strategic environment quickly and adaptively, including in terms of budget management to support organizational operations. Within the framework of maritime surveillance, the quality of budget allocation policy implementation has a highly strategic impact. When policy implementation is successful, support for fuel, logistics, maintenance, and fleet readiness is more assured, allowing for more regular patrols and broader surveillance coverage. Conversely, when policy implementation faces obstacles, patrol activities become more limited, fleet readiness declines, and the effectiveness of maritime surveillance is impacted. This means that budget allocation policy implementation is essentially the link connecting organizational decisions at the administrative level with the state's ability to provide surveillance at sea (Bueger, 2015:159-164). From this discussion, it can be concluded that the implementation of the budget allocation policy at the Bitung Class II Base basically has a sufficient procedural foundation, but the results are still not fully able to optimally meet the operational demands of maritime patrols. The main problem lies in the lack of

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alignment of field needs with budget capacity, the slow process of realizing support, the unequal technical understanding of the policy, and bureaucratic coordination that is not yet sufficiently responsive. Therefore, strengthening the implementation of the budget allocation policy needs to be directed at improving the quality of policy communication, adjusting budget allocations to actual operational needs, accelerating implementation procedures, and strengthening coordination between units so that budget policy truly becomes a strategic instrument for maritime surveillance (Edwards III, 1980:10; OECD, 2018:15-19; Nasution et al., 2022:219-230).

2. Provision of Facilities and Infrastructure for Patrol Fleet

Based on interviews with the Patrol Operations Coordinator, State Vessel Personnel, and Planning Staff, the provision of patrol fleet facilities and infrastructure at the Bitung Class II Base is not yet fully optimal. The Operations Coordinator stated that “the current condition of the patrol fleet facilities and infrastructure is generally still able to support the implementation of tasks, but is not yet fully optimal. Some fleets are still in good condition and can be operated, but others require routine maintenance and technical repairs to remain ready for use. In terms of availability, the number of existing facilities is not fully commensurate with the needs of monitoring the fairly large maritime area.” The State Vessel Personnel added that “from a technical aspect, the condition of the patrol fleet facilities and infrastructure is quite diverse. Some vessels and supporting equipment are still serviceable, but others require more intensive maintenance, especially on engines, navigation systems, and other supporting equipment. The availability of spare parts and maintenance facilities is also an important factor. Currently, not all technical needs can be met quickly, which has affected the readiness of some fleets to operate.” The Planning Staff also acknowledged that “the patrol fleet facilities and infrastructure at the Bitung Class II Base are already in place to support operations, but they remain limited compared to actual needs in the field. Several operational support facilities, such as logistics, communications equipment, and maintenance facilities, still require reinforcement. Therefore, overall, the facilities and infrastructure are available, but they are not yet in an ideal condition.”

Regarding the procurement, maintenance, and repair processes, the Operations Coordinator explained that “in practice, not all repair needs can be addressed immediately due to adjustments to administrative procedures and budgetary support. This situation forces some repair activities to be carried out in stages, especially for damage requiring more extensive technical handling.” State Ship personnel added that “a problem that often arises is when the repair needs are urgent, while the administrative and procurement processes take time. As a result, some fleets cannot be immediately put back into service even though the technical needs have been identified.” Planning staff acknowledged that “in implementation there are still obstacles related to budget limitations, implementation time, and meeting the priority of needs. Routine maintenance is still attempted to ensure the fleet is ready for use, but larger repairs sometimes require more time.” Regarding the main obstacles, the Operations Coordinator mentioned “the limited available budget compared to operational needs in the field” and “the process of realizing needs that cannot always be done quickly.” State Ship personnel detailed “limited spare parts, the lengthy procurement process, and the existence of several fleets that require quite major repairs.” The Planning Staff added that the constraints also “involve prioritization, administrative procedures, and synchronization of needs between units.”

Interview results indicate that the Bitung Class II Base is still operating under a situation where facilities and infrastructure are “functional but not yet optimal.” This situation is important to examine because it can create an adaptive but vulnerable work pattern. The organization can still maintain patrols by prioritizing a ready fleet and adjusting operational areas, but this pattern does not always guarantee broad, stable, and comprehensive surveillance. In the short term, a prioritization strategy may be able to maintain operations. However, in the long term, such a strategy risks keeping the organization operating in a mode of adapting to limitations, rather than strengthening capacity. Therefore, discussions about the provision of patrol fleet facilities and infrastructure must be positioned as a strategic issue, not merely a technical one. This context is reinforced by national studies showing that the support of bases and operational facilities is crucial for the success of patrol vessel operations, so that the quality of infrastructure is not merely a supporting issue, but a core part of the patrol capability itself (Krisnafi et al., 2021:61-62). Thus, the discussion of this sub-focus indicates that the provision of patrol fleet facilities and infrastructure at the Bitung Class II Base is underway, but has not yet reached the ideal condition that truly supports optimal maritime surveillance. Prominent weaknesses lie in the technical readiness of some fleets, limited supporting facilities, slow procurement and repair processes, and the weak maintenance and logistics systems that support sustainable operations. These findings suggest that the primary problem lies not in the absence of infrastructure, but rather in the insufficient quality of support that ensures these elements are ready and reliable

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for ongoing patrols. Overall, it can be emphasized that the provision of patrol fleet facilities and infrastructure must be understood as an integral part of maritime surveillance capacity. Adequate facilities and infrastructure will strengthen vessel readiness, patrol continuity, surveillance reach, and organizational response capabilities. Conversely, suboptimal facilities and infrastructure will cause the organization to operate below its ideal capacity, resulting in limited and suboptimal maritime surveillance. Kairupan (2023) also stated that resource limitations in policy implementation are often a major inhibiting factor, as the available budget is not always commensurate with operational needs in the field, requiring organizations to prioritize meeting needs. Therefore, strengthening the provision of patrol fleet facilities and infrastructure at the Bitung Class II Base needs to be directed at improving the technical readiness of elements, strengthening base facilities, accelerating procurement and maintenance, and providing more stable and sustainable logistical support. (Prayitno et al., 2022:2-3; Wahid et al., 2018:4329-4334; Krisnafi et al., 2021:61-62).

3. Marine Area Surveillance

Based on interviews with the Patrol Operations Coordinator, State Vessel Personnel, and Planning Staff, the implementation of the budget allocation policy has direct implications for the effectiveness of maritime surveillance. The Operations Coordinator stated that “the implementation of the budget allocation policy significantly influences the effectiveness of maritime surveillance, because all patrol activities are fundamentally dependent on budget support. When budget allocations are available and can be realized as needed, patrols can be carried out more regularly, the scope of the surveillance area becomes wider, and fleet readiness can be maintained. However, if the budget is limited or the realization does not meet needs, then patrol implementation must be adjusted to existing capabilities.” State Vessel Personnel emphasized that “the impact of the budget allocation policy implementation is directly visible in the readiness of the patrol fleet. If budget support for maintenance and repairs is available, patrol vessels and supporting equipment can be maintained in operational condition. Conversely, if there are delays or budget constraints, some technical needs cannot be immediately met, resulting in a reduction in the number of fleets ready for use.” The Planning Staff also acknowledged that “the implementation of budget allocation policies has a significant impact on the effectiveness of maritime surveillance, as the budget is the basis for meeting fuel needs, operational logistics, fleet maintenance, and other support facilities. If budget policies are implemented well, all operational support can be met more consistently. However, if budget realization does not fully meet needs, maritime surveillance will also be less than optimal due to limitations on patrol frequency and operational reach.”

Regarding changes in patrol intensity after the policy was implemented, the Operations Coordinator explained that “when budget support is well available, patrols can be conducted more regularly and the scope of supervision becomes broader. However, when budget realization does not fully meet needs, then the patrol intensity must be adjusted to existing operational capabilities. So, there are changes, but they are not yet consistent.” The State Ship Personnel added that “changes do not always occur optimally, because if there are obstacles to technical support or delays in fulfilling needs, the scope of the area being monitored is also limited.” Regarding the operational readiness of the fleet, the Operations Coordinator emphasized that “the operational readiness of the patrol fleet is greatly influenced by budget allocation policies, because all basic operational needs depend on available budget support. When the budget allocation can meet the needs of fuel, maintenance, and operational logistics, the patrol fleet can be better prepared. Conversely, if the budget allocation is limited or the realization does not meet needs, operational readiness also decreases.” The State Ship Personnel stated that “the influence of budget allocation policies on the operational readiness of the patrol fleet is very significant. The budget determines whether routine maintenance, damage repairs, and component replacements can be carried out on time or not.”

In the context of the Bitung Class II Base, interviews revealed that maritime surveillance can still be conducted despite limited support. However, this surveillance tends to occur in an adaptive manner, with patrols based on regional priorities, operational intensity adjusted according to the capabilities of available elements, and operational decisions heavily influenced by available budgets. This pattern suggests that the implementation of budgetary policies has helped maintain basic surveillance functions but has not yet fully resulted in stable, comprehensive, and sustainable surveillance. In other words, the implications of budgetary policies for maritime surveillance are clear, but the quality of their impact is not yet fully optimal due to the continued dependence on fluctuations in budgetary support and fleet readiness (Prayitno et al., 2022:2-3; Wahid et al., 2018:4329-4334). Analytically, this discussion confirms that Budget allocation procedures must be understood as a determining factor in the effectiveness of maritime surveillance. Effective surveillance requires continuous patrols, readiness of maritime elements, sufficient territorial coverage, and adequate response speed. These

four things can only be achieved if budget policy does not stop at the determination stage, but is truly realized in stable and timely operational support. Therefore, the results of this study show that improving the implementation of budget policy at the Bitung Class II Base will have a direct impact on improving the quality of maritime surveillance, both in terms of patrol intensity, fleet readiness, and surveillance area coverage. (Bueger, 2015:159-164; OECD, 2018:15-19). Based on all of the above descriptions, it can be concluded that the budget allocation procedure for maritime surveillance at the Bitung Class II Base is direct, significant, and decisive. A well-functioning budget allocation procedure will strengthen fleet readiness, maintain patrol continuity, expand surveillance coverage, and improve the organization's ability to respond to conditions at sea. Conversely, a suboptimal budget allocation procedure will result in limited, selective surveillance and a heavy reliance on the capabilities of the available elements at the time. Therefore, the effectiveness of maritime surveillance cannot be separated from the effectiveness of the underlying budget allocation procedure (Prayitno et al., 2022:2-3; OECD, 2018:15-19).

B. Determinant Factors in the Process that Influence the Implementation of Budget Allocation Policy in Fulfilling Facilities and Infrastructure for Patrol Fleets for Marine Area Surveillance at Bitung Class II Base

Based on the interview findings, it can be seen that the factors that influence The budget allocation procedures at the Bitung Class II Base are interconnected. Incompletely detailed communication impacts the depth of implementation. Limited resources require policy implementation to proceed in stages and through prioritization. A positive disposition by implementers helps keep the policy moving forward but does not fully address the limited support. A well-organized bureaucratic structure often reduces the organization's responsiveness to urgent needs. Thus, policy implementation at this base is not determined by a single factor, but rather by the interaction of factors that shape the overall quality of policy implementation (Edwards III, 1980:10; Hill and Hupe, 2014:197-202). Of the four main factors, two appear to be the most dominant: resources and bureaucratic structure. Resources are dominant because all informants emphasized that limited budget, logistics, and facilities significantly impact the organization's ability to meet patrol fleet needs. Bureaucratic structure is dominant because, despite clear rules and procedures, the speed of realizing field needs is often hampered by layered administrative processes. Thus, this discussion shows that the implementation of budget allocation policies at the Bitung Class II Base is not entirely weak in terms of implementer commitment, but is more influenced by limited support and implementation governance.

Overall, it can be emphasized that the factors influencing the implementation of budget allocation policies at the Bitung Class II Base indicate that the policy's success is not guaranteed solely by the existence of budget decisions. Effective implementation requires clear communication, adequate resources, supportive dispositions of implementers, and a sufficiently responsive bureaucratic structure. If any of these factors are weak, policy implementation will lose its effectiveness and be unable to fully address the needs of maritime territorial supervision. Tumbel (2025) also stated that the dynamics of bureaucracy in modern governance require clear communication and a strong commitment from policy implementers, because without these two elements, even well-formulated policies will be difficult to implement effectively in the field. Therefore, strengthening the implementation of budget allocation policies needs to be directed at improving the quality of communication down to the technical level, aligning resources with real operational needs, equalizing the understanding of implementers, and simplifying bureaucratic procedures so that the organization can respond more quickly and precisely to field needs (OECD, 2018:15-19; Edwards III, 1980:10).

CONCLUSION

Based on the results of the analysis of the data found in the research, it can be concluded that the procedure for determining budget allocations in the Provision of Facilities and Infrastructure for Patrol Fleets for Marine Area Surveillance at Bitung Class II Base has not been implemented optimally, this is also caused by several determinant factors in the procedure for determining budget allocations , which are briefly described as follows:

1) Budget Allocation Determination Process.

The budget allocation process has progressed through the stages of needs planning, internal discussions, prioritization, distribution, and utilization. However, this process is not yet fully optimized due to a gap between actual operational needs in the field and available budget capacity.

2) Provision of Facilities and Infrastructure for Patrol Fleet

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Some of the fleet and supporting facilities are still usable for patrol activities, but not all are at optimal operational readiness. Limited fleet size, spare parts, maintenance facilities, and operational logistics mean that infrastructure support is not fully capable of meeting the surveillance needs of a vast and dynamic maritime area.

3) Marine Area Surveillance

Quality Budget allocation procedures affect patrol intensity, surveillance coverage, fleet operational readiness, and the consistency of patrol presence at sea. Limited budget support or frequent delays in budget realization can result in suboptimal maritime surveillance because patrols must be tailored to the capabilities of existing facilities and logistical support.

4) Determinant Factors in Budget Allocation Determination Procedures.

Four factors influence the implementation of budget allocation policies: policy communication, resources, implementer disposition, and bureaucratic structure. Of these four factors, resources and bureaucratic structure are the most dominant. Resources, particularly budgets and supporting facilities, are insufficient. Meanwhile, the long and layered bureaucratic structure makes it difficult to meet operational needs promptly.

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