

Legal Authority of Navigation Districts in Ensuring Shipping Safety Based on Laws Regulations in Indonesia

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Submission:

2026-05-22

Review:

2026-05-26

Accepted:

2026-05-28

Publish:

2026-05-30

ABSTRACT; *This study aims to analyze the legal position, sources of authority, and legal responsibilities of Navigation Districts in ensuring shipping safety based on laws and regulations in Indonesia. The Navigation District as a technical implementation unit under the Directorate General of Sea Transportation holds strategic authority in the field of navigation that directly touches the safety of human lives at sea, but the legal framework that regulates its accountability is still considered inadequate. The method used is normative legal research with a legislative approach, studying materials Primary law includes Law Number 17 of 2008 concerning Shipping, Government Regulation Number 5 of 2010 concerning Navigation, and Regulation of the Minister of Transportation Number PM 67 of 2022, as well as secondary legal materials in the form of scientific journals and international conventions. The results of the study show that the authority of the Navigation District comes from the attribution of laws and regulations, but the existing regulatory framework contains the condition of *lex imperfecta*, which is the granting of large authority without being balanced by accountability and sanction mechanisms. This condition creates legal uncertainty for shipping service users while opening up potential liability demands in the dimension of international maritime law.*

Keywords: *Navigation District; Cruise Safety; Legal Authority*

INTRODUCTION

Indonesia is the largest archipelagic country in the world which geographically consists of 17,508 islands with a water area of 5.8 million square kilometers, exceeding the land area of only about 1.9 million square kilometers. This strategic geographical position places the sea as the lifeblood of the nation, both in the economic, defense, and social integration dimensions between regions. The Constitution of the Republic of Indonesia through Article 33 paragraph (3) of the 1945 Constitution of the Republic of Indonesia emphasizes that the earth, water, and natural resources contained therein are controlled by the state and used as much as possible for the prosperity of the people. The existence of this vast water area makes

shipping management one of the state policy instruments that cannot be separated from comprehensive national development.¹

Shipping as a national transportation system has a very strategic role in supporting inter-island connectivity and encouraging sustainable national economic growth.² UNCLOS 1982 which has been ratified by Indonesia through Law Number 17 of 1985 lays down the rights and obligations of coastal states in managing shipping lanes in the waters of their jurisdiction, and this has become an integral part of Indonesia's national legal system. The regulation of shipping law at the national level was then realized through Law Number 17 of 2008 concerning Shipping which became the main juridical basis for all shipping activities in Indonesian territory, including the regulation of the navigation function as a whole. The law comprehensively regulates aspects of navigation, ports, transportation in waters, as well as shipping safety and security as a unit of interrelated systems.

The Navigation District is a technical implementation unit under the Directorate General of Sea Transportation of the Ministry of Transportation which was formed as an extension of the state in carrying out navigation functions in certain water areas in Indonesia.³ The establishment and classification of Navigation Districts is regulated through the Regulation of the Minister of Transportation Number PM 67 of 2022 concerning the Organization and Work Procedures of Navigation Districts which specifically divides Navigation Districts into two types, namely Type A and Type B, based on the complexity of the task, the area of work, and the volume of shipping traffic served.

The Navigation District as a government institution carries out authority in the field of navigation which includes supervision of shipping navigation assistance facilities (SBNP), shipping telecommunications, channel and crossing monitoring, and the provision of the state ship fleet. The authority given to the Navigation District comes from the attribution of laws and regulations so that the validity of every legal action of the Navigation District must always be traceable on the basis of the applicable positive legal norms. The implementation of the operational tasks of the Navigation District is not only limited to the technical aspects of the port, but also a manifestation of the state's obligation to maintain sovereignty in the Indonesian Archipelago Sea Channel as mandated by international law.⁴

¹ I. Y. Koswara and H. Faridah, "Socialization of Law Enforcement on Public Transportation Due to the Crime of Negligence in Sea Traffic (Perspective of Law Number 17 of 2008 concerning Shipping)," *Abdimas Papua Journal of Community Service*, Vol. 3, No. 2, 2021

² A. Wahid, M. Y. Jinca, T. Rachman, and J. Malisan, "Implementation of Safety Management System on Traditional Shipping for Strengthening the Blue Economy," *E3S Web of Conferences*, Vol. 425, 2023.

³ D. M. Ardyantara, K. Sukarna, B. Sadono, and Z. Arifin, "Repositioning of Authority Between State Institutions in Arrangements Related to National Maritime Security Defense," *USM Law Review Journal*, Vol. 3, No. 2, 2020.

⁴ A. Natalis and A. R. Hakim, "The Legal Politics of Permendag Number 48 of 2018 in the Perspective of Progressive Law," *Legal Issues*, Vol. 50, No. 4, 2021.

The concept of legal authority in state administrative law is at the core of every judicially valid government action. The state administrative law emphasizes that any exercise of authority by government agencies must be based on legitimate legal norms, and deviations from this principle can create legal uncertainty that has the potential to harm the community and weaken governance.⁵ The authority obtained through attribution is permanently attached to the institution concerned and cannot be transferred without a change in the underlying legal norms, while the authority of the delegation can be transferred as long as it meets the conditions prescribed by law.

The laws and regulations that govern the authority of the Navigation District are spread across various hierarchies of norms ranging from laws, government regulations, to ministerial regulations that form a system of navigation norms that should be coherent and mutually reinforcing. Law Number 17 of 2008 concerning Shipping as *a lex specialis* in the field of shipping regulates in general the functions and duties of navigation, which is then further elaborated through Government Regulation Number 5 of 2010 concerning Navigation. Normative legal studies on the government's authority in shipping safety and security show that shipping safety regulation from a legislative perspective has covered a wide range of aspects, but its implementation still faces problems at the implementation level due to the unclear division of authority between institutions. This regulatory uncertainty has the potential to hinder the fulfillment of the normative function of state administrative law in ensuring certainty and legal protection for shipping service users.⁶

Regulation of the Minister of Transportation Number PM 67 of 2022 concerning the Organization and Work Procedures of Navigation Districts more specifically regulates the institutional structure, main duties, functions, and limits of authority of Navigation Districts throughout Indonesia. The integrity of the navigation norm system is a prerequisite for the implementation of navigation functions in accordance with the principle of legal certainty as required in a democratic legal state. The legal problem that arises is that there is a potential for disharmony between navigation norms spread at various levels of laws and regulations, so that the boundaries of the authority of the Navigation District cannot always be identified expressly and comprehensively.

PROBLEM

How is the legal construction of the authority of the Navigation District regulated within the Indonesian shipping law system, particularly under Law Number 17 of 2008 concerning Shipping, Government Regulation Number 5 of 2010 concerning Navigation, and Regulation of the Minister of Transportation Number PM 67 of 2022 concerning the Organization and Work Procedures of Navigation Districts?

What forms of normative disharmony and legal uncertainty arise in the regulation of the authority of the Navigation District, and how do these affect the implementation

⁵ C. Hendrik, "Strategy to Strengthen State Administrative Law in Eradicating Corruption Practices by State Administration Officials," *Indonesian State Law Review*, Vol. 4, No. 2, 2022.

⁶ K. Sudarmanto, "Administrative Law and Judicial System in Indonesia with Justice in Accordance with the Principles of Pancasila," *Journal of Ius Constituendum*, Vol. 6, No. 2, 2021.

of navigation functions and the principle of legal certainty in shipping governance in Indonesia?

RESEARCH METHODS

This research employs a normative legal research method (normative juridical research), namely a method that places law as a normative system consisting of principles, norms, legal doctrines, and statutory regulations governing the authority and implementation of navigation functions in Indonesia. The use of this method is based on the legal issues raised in this study, namely the existence of potential normative disharmony and legal uncertainty concerning the authority and legal responsibility of the Navigation District within the Indonesian shipping law system. Considering that the problems examined are centered on the coherence of legal norms, the distribution of governmental authority, and the consistency of regulatory arrangements governing navigation, normative legal research is considered the most appropriate approach to analyze the legal framework comprehensively and systematically.

This research applies several approaches within normative legal research. The primary approach is the statute approach, which is conducted by examining all legislation related to shipping governance, navigation, and governmental authority in the maritime sector. The main legal instruments analyzed include the 1945 Constitution of the Republic of Indonesia, Law Number 17 of 1985 concerning the Ratification of the United Nations Convention on the Law of the Sea (UNCLOS 1982), Law Number 17 of 2008 concerning Shipping, Government Regulation Number 5 of 2010 concerning Navigation, and Regulation of the Minister of Transportation Number PM 67 of 2022 concerning the Organization and Work Procedures of Navigation Districts. This approach is intended to identify the structure of authority, the normative hierarchy, and the legal consistency among regulations governing navigation administration in Indonesia.

In addition to the statute approach, this research also utilizes a conceptual approach to examine doctrines and theories in administrative law and maritime law, particularly concepts relating to governmental authority, attribution of power, delegation of authority, legal accountability, legal certainty, and good governance principles. Through this approach, the study seeks to analyze whether the authority exercised by the Navigation District has been normatively constructed in accordance with the principles of state administrative law and whether the existing regulatory framework adequately guarantees legal certainty in the implementation of navigation functions.

Furthermore, the research applies a case-oriented analytical approach by examining doctrinal and practical issues concerning the implementation of navigation authority and shipping safety governance in Indonesia. This analysis is important considering that the broad authority exercised by the Navigation District has the potential to create overlapping competencies, weak accountability mechanisms, and ambiguities in the interpretation of legal norms, particularly when regulations are dispersed across different hierarchical levels of legislation.

The legal materials used in this study consist of primary, secondary, and tertiary legal materials. Primary legal materials include legislation and international legal instruments relevant to navigation governance and shipping safety. Secondary legal materials consist of scientific journals, legal textbooks, research reports, academic papers, expert opinions, and scholarly writings discussing shipping law, maritime governance, and state administrative law. Tertiary legal materials include legal dictionaries, encyclopedias, and other supporting references used to clarify legal terminology and concepts relevant to the study.

The collection of legal materials is carried out through library research by systematically identifying, classifying, and reviewing legal documents relevant to the research problems. The collected legal materials are then analyzed qualitatively using prescriptive-analytical methods. The analytical process is conducted by interpreting legal norms, comparing the consistency between regulations, identifying legal gaps and normative conflicts, and evaluating the adequacy of the existing legal framework governing the authority and accountability of the Navigation District.

The prescriptive nature of this research aims not only to describe the existing legal conditions but also to formulate legal arguments and recommendations for improving the national navigation law system. Through this method, the research is expected to contribute conceptually and normatively to the development of Indonesian shipping law, particularly in strengthening legal certainty, institutional accountability, and the harmonization of regulations governing the authority and responsibilities of the Navigation District in ensuring shipping safety and navigation governance in Indonesian waters.

DISCUSSION

Legal Position and Basis of Authority of Navigation Districts in the Framework of Navigation Laws and Regulations in Indonesia

The state of law (*rechtsstaat*) as a fundamental principle of the implementation of the Indonesian government places legality as an absolute condition for the validity of every government action, including the actions of technical institutions formed by the state to carry out public service functions in strategic sectors.⁷ The principle of legality in state administrative law requires that every establishment of government institutions, the granting of authority, and the implementation of duties and functions must be traceable based on positive legal norms that apply in the hierarchy of constitutionally recognized laws and regulations. Article 1 paragraph (3) of the 1945 Constitution of the Republic of Indonesia expressly states that Indonesia is a state of law, so the exercise of power in the field of navigation must be based on legal norms that are valid and accountable. The foundation of the state of law directly requires the Navigation District as a government institution to have a strong, clear, and non-multi-interpreted juridical foundation so that every exercise of its authority has legal legitimacy that cannot be challenged.

⁷ Y. Pattinasarany, "Legal Certainty of Cassation in State Administrative Cases Issued by Regional Officials," *Legal Reflections of the Journal of Law*, Vol. 6, No. 2, 2022.

The doctrine of modern state administrative law as developed by constitutional and state administrative law experts emphasizes that the legitimacy of a government institution is not enough to rely solely on administrative decisions, but must be sourced from legal norms that explicitly create and give authority to the institution. Sjachran Basah explained that government actions that do not have a clear legal basis are juridically defective actions and can be canceled through administrative justice mechanisms and testing of laws and regulations.⁸ The Navigation District as a technical implementing unit of navigation is inseparable from this principle, so an analysis of the basis for its formation is an unavoidable first step in building a solid juridical argument about its authority. A proper understanding of the basis of institutional legitimacy of the Navigation District becomes the foundation of normative analysis that will determine the extent to which the authority exercised by this institution can be categorized as legally valid governmental acts.

The legal position of a government institution in the perspective of state administrative law is determined by three fundamental aspects, namely the basis of its formation, its position in the organizational structure of the government, and the scope of duties and functions normatively attached to it by laws and regulations. The Navigation District is positioned as a Technical Implementation Unit (UPT) within the Directorate General of Sea Transportation, Ministry of Transportation of the Republic of Indonesia, whose formation is based on the provisions of Article 17 paragraph (3) of Government Regulation Number 5 of 2010 concerning Navigation. Regulation of the Minister of Transportation Number PM 67 of 2022 concerning the Organization and Work Procedures of Navigation Districts then operationalizes the mandate of the government regulation by stipulating in detail the nomenclature, classification of types and classes, organizational structure, and list of work areas of each Navigation District throughout Indonesia.

The determination of such a detailed legal position in the hierarchy of laws and regulations reflects the awareness of the regulator that the clarity of the institutional position is a prerequisite for the implementation of authority that is accountable and legally accountable.⁹ The Navigation District which is positioned as a UPT on the basis of a tiered formation from laws, government regulations, to ministerial regulations should have adequate institutional strength to carry out navigational authority effectively and accountably.

The source of authority of the Navigation District in the perspective of the theory of state administrative legal authority is attribution, namely authority obtained directly from laws and regulations without going through a mechanism of submission or

⁸ S. Retnaningsih et al., "Expansion of the Objects of State Administrative Disputes after the Enactment of Law Number 30 of 2014...", *International Journal of Multicultural and Multireligious Understanding*, Vol. 8, No. 1, 2021.

⁹ S. Al-Fatih et al., "The Hierarchical Model of Delegated Legislation in Indonesia," *Lex Scientia Law Review*, Vol. 7, No. 2, 2023.

delegation from other institutions of the same level. Philipus M. Hadjon explained that the authority of attribution was born from a legal norm that originally created new authority and gave it to a certain government organ, so that the organ was fully responsible for the implementation of the authority without being able to transfer the responsibility to other parties.¹⁰ Law Number 17 of 2008 concerning Shipping is the main source of attribution of state navigation authority, where Article 180 of the law expressly states that the implementation of navigation is carried out by the government, which in its implementation is carried out by a work unit determined by the minister. The attribution authority provides legitimacy for the Navigation District as a public service provider to take administrative decisions and actions in order to fulfill government obligations in the navigation sector.¹¹

The classification of Navigation Districts by type and class has significant legal implications for the scope of authority, institutional capacity, and legal responsibilities carried by each Navigation District in its work area. Regulation of the Minister of Transportation Number PM 67 of 2022 divides Navigation Districts into two main types, namely Type A which consists of four classes and Type B, where the classification distinction is based on the area of the work area, the number of units of navigational aids, the complexity of shipping lanes, and the volume of ship traffic served.

Type A Class I Navigation District is the highest classification given to the Navigation District that manages the largest working area with the largest number of navigational aids and the densest shipping traffic, so that it legally bears the greatest navigational responsibility compared to other classifications. The distinction of this classification from the perspective of state administrative law is not just a bureaucratic administrative problem, but a normative differentiation that brings different legal consequences in terms of resource allocation, minimum service standards, and limits of authority that can be implemented independently.

The normative problem that arises in the framework of regulating the authority of the Navigation District is the potential for disharmony between norms that regulate the navigation function, especially between Law Number 17 of 2008, Government Regulation Number 5 of 2010, and Regulation of the Minister of Transportation Number PM 67 of 2022 which does not always provide consistent and complementary limits of authority. Theoretically, the problem of disharmony of norms in a particular area of law occurs when there is an inconsistency between higher norms and lower norms, or when there is a regulatory gap at the level of a certain norm that should be filled by a lower regulation but in fact is not yet available. Normative analysis of the three layers of navigation regulations shows that Law

¹⁰ N. Nadhir, "The Accountability of the Nusantara Capital Authority in the Implementation of Governance," *USM Law Review Journal*, Vol. 7, No. 1, 2024.

¹¹ A. Susanti, "Public Service Reform of Navigation Services at the Cilacap Class III Navigation District Office," *Public Policy and Management Inquiry*, Vol. 6, No. 1, 2022.

Number 17 of 2008 regulates the navigation function at the level of general principles, while Government Regulation Number 5 of 2010 still contains a number of provisions that have not been elaborated operationally and comprehensively.

Supervision of the Navigation District is structurally carried out by the Directorate of Navigation of the Directorate General of Sea Transportation, but normatively the mechanism and standards of supervision have not been specifically regulated in a comprehensive regulatory instrument and can be used as a benchmark for measurable accountability. The absence of a strict supervision mechanism in the laws and regulations creates a normative gap that in the long term has the potential to weaken the accountability of the Navigation District in exercising the authority to ensure shipping safety in its working area. Strengthening the supervisory mechanism through more comprehensive regulations is one of the normative recommendations born from a systemic analysis of the legal framework of the authority of the Navigation District as described in this sub-discussion.

The Navigation District has a clear legal position as a navigational technical implementation unit whose authority is derived from legal attribution, but the normative framework that governs the boundaries of these authorities still contains a number of loopholes and inconsistencies that have the potential to hinder the optimal implementation of the navigation safety assurance function.¹² The construction of tiered attribution of authority from laws, government regulations, and ministerial regulations has in principle provided an adequate legal basis for the operationalization of the Navigation District, but the absence of norms that expressly regulate inter-agency coordination mechanisms, authority limits, and standards of legal accountability for the failure of navigation functions is a structural weakness that needs to be resolved immediately.¹³

Legal Responsibilities of Navigation Districts in Shipping Safety Assurance

The legal responsibility of government organs is not born from the free will of the institution concerned. The legal norms of the authority giver are also a limitation of the space for the movement of government actions themselves. The greater the authority given, the stricter the limits of accountability that must be regulated by laws and regulations as an instrument of control over state power. The Navigation District carries out authority that directly touches the safety of human lives at sea. The accountability standard imposed on him should be higher than that of government organs managing low-risk sectors. The lack of adequate accountability is a systemic flaw in Indonesia's navigation legal framework, a fundamental weakness that must be thoroughly corrected immediately.

¹² C. Aryani, "Encouraging the Birth of the Maritime Security Bill in Strengthening the National Maritime Security System," *Journal of Indonesian Legal Development*, Vol. 3, No. 2, 2021.

¹³ E. Ratnawati et al., "The Cabotage Principle on Law Enforcement for Licensing Ship Operations in Indonesian Waters," *Journal of Human Rights Culture and Legal System*, Vol. 3, No. 3, 2023.

The current navigation laws and regulations show striking inequality. The arrangement of the authority of the Navigation District appears complete on one side. On the other hand, the accountability arrangement is empty. Law Number 17 of 2008 concerning Shipping regulates the authority to carry out navigation in detail. The orientation of lawmakers focuses more on giving power to government institutions than on the development of accountability mechanisms to protect the interests of the community.¹⁴ The principle of the modern state of law places accountability as an inseparable partner from every construction of governmental legal authority.¹⁵

The legal responsibilities of the Navigation District stem from three layers of interrelated legal obligations. Inter-layered relations have not been harmoniously regulated at the level of the national navigation norm system. The first layer was born from the Safety of Life at Sea (SOLAS) 1974 which requires countries to provide adequate Navigational Assistance Facilities (SBNP) in all waters of their jurisdiction. The second layer is sourced from Article 169 of Law Number 17 of 2008 which was formulated in general without a strict accountability mechanism for non-compliance by the implementing unit in the field. The third layer is sourced from the Regulation of the Minister of Transportation on the maintenance standards of Shipping Navigation Aids (SBNP) whose binding power as the basis for public accountability demands is still very weak without a proportionate sanction mechanism.

The three layers of obligations only function as normative statements without enforcement teeth. A Navigation District can ignore obligations at any of the layers without facing any real legal risks. This condition is called the norm without sanction (*lex imperfecta*), which is a norm that Hans Kelsen sees as imperfect because of the loss of coercive power that is the essence of the law itself.¹⁶ The principle of due diligence in international maritime law requires coastal states to have adequate navigation regulations while ensuring effective enforcement.¹⁷ When there is a foreign ship accident due to the failure of the Shipping Navigation Assistance Facility (SBNP) in the Indonesian Archipelago Sea Channel (ALKI), it opens up opportunities to claim state responsibility in international arbitration forums. Comparisons with other countries further emphasize this urgency.

Real and comprehensive regulatory improvements are the only way out. The substantial revision of Law Number 17 of 2008 concerning Shipping must include explicit provisions on the accountability of the navigation implementing unit, reversal

¹⁴ P. S. Saleh, "Demonopolization of PT. KAI (Persero) and PT. Pelindo (Persero) Strengthening the Democratic Economic System," *Legal Pulpit*, Vol. 31, No. 3, 2020.

¹⁵ H. H. Risalbi, Y. Cikusin, and H. Hayat, "Public Service Responsiveness of the Malang City Transportation Office to the High Level of Public Complaints," *Nakhoda Journal of Government Science*, Vol. 20, No. 1, 2021.

¹⁶ A. Rif'an and I. Y. Isdiyanto, "Dediametrization of Living Law and Legal Certainty in Article 2 of the RKUHP," *Ahmad Dahlan Legal Perspective*, Vol. 1, No. 1, 2021.

¹⁷ J. H. Mangapul, I. Idris, and C. T. I. Dewi, "Sovereign Immunity of Non-Commercial Government Vessels and Due Regard: China Coast Guard in the Natunas," *Indonesian Journal of International Law*, Vol. 18, No. 2, 2021.

of the burden of proof, and a fair compensation mechanism. Special Government Regulations on the Accountability of Navigation Institutions must be immediately established as an operationalization of legal norms into a technical mechanism that can be implemented. The law is not judged by the beauty of the sentences in the law. The law is judged by its ability to protect citizens who need it most.

CONCLUSION

The legal framework of Indonesian navigation which originates from Law Number 17 of 2008 concerning Shipping has not been able to guarantee optimal shipping safety because the Navigation District is given great authority without being balanced by clear and measurable legal accountability arrangements, thus giving birth to the condition of *lex imperfecta* which is clearly detrimental to the victims of shipping accidents and weakens legal certainty in the implementation of national navigation. The weak administrative, civil, and criminal accountability mechanisms simultaneously create legal loopholes that endanger the interests of shipping service users. The renewal of regulations through the revision of Law Number 17 of 2008 concerning Shipping and the establishment of a special Government Regulation on the accountability of navigation institutions are urgent legal steps to realize accountable, transparent, and oriented navigation governance at sea.

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