

Implementasi Kebijakan Moda Transportasi Laut (Analisis Pada Kebijakan Moda Transportasi Laut Kapal Klotok Penajam - Balikpapan)

Implementation of Sea Transportation Policy (Analysis of the Klotok Boat Sea Transportation Policy in the Penajam - Balikpapan Route)

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ABSTRAK

Penelitian ini bertujuan untuk menganalisis bagaimana implementasi kebijakan moda transportasi laut kapal klotok di rute Penajam-Balikpapan dalam mendukung mobilitas dan aktivitas ekonomi masyarakat. Selain itu, penelitian ini juga bertujuan untuk menganalisis faktor-faktor yang mendukung implementasi kebijakan tersebut. Tujuan ini selaras dengan upaya untuk mendapatkan gambaran komprehensif mengenai kebijakan tersebut. Penelitian ini mengadopsi pendekatan kualitatif dengan pengumpulan data dilakukan melalui wawancara mendalam bersama berbagai pihak yang relevan, termasuk pembuat kebijakan, operator, dan masyarakat pengguna. Data yang terkumpul selanjutnya dianalisis secara tematik untuk mengidentifikasi pola dan tema kunci yang muncul, sehingga mampu memberikan pemahaman mendalam mengenai fenomena yang diteliti. Hasil penelitian menunjukkan bahwa implementasi kebijakan kapal klotok sangat efektif dalam menyediakan solusi transportasi alternatif yang terjangkau dan efisien, sekaligus memberdayakan ekonomi lokal secara signifikan. Moda transportasi ini berhasil memenuhi kebutuhan mendesak antara Penajam dan Balikpapan dengan waktu tempuh sekitar 45 menit dan tarif Rp 10.000/penumpang, berkontribusi pada penghematan biaya transportasi dan menunjukkan tingkat okupansi harian yang stabil. Keberhasilannya juga didukung oleh peningkatan pendapatan pemilik kapal (30-40%) dan penciptaan lebih dari 120 lapangan kerja baru. Faktor pendukung utama implementasi Kebijakan Moda Transportasi Laut Kapal Klotok Penajam - Balikpapan karena adanya urgensi kebutuhan masyarakat mengenai transportasi alternatif, disposisi positif dari pelaksana dan pengguna, serta struktur birokrasi yang terorganisir. Kebutuhan mendesak, dukungan terhadap ekonomi lokal, dan potensi strategis dalam pembangunan IKN menjadi pendorong utama. Meskipun terdapat keterbatasan sumber daya seperti armada yang menua dan kapasitas dermaga, komitmen operator dan penerimaan masyarakat menjadi kunci esensial bagi keberlanjutan dan efektivitas implementasi kebijakan moda transportasi laut kapal klotok.

Kata Kunci: Implementasi Kebijakan, Transportasi Laut, Kapal Klotok, Penajam-Balikpapan.

ABSTRACT

This research aims to analyze the implementation of the klotok boat sea transportation policy on the Penajam-Balikpapan route in supporting community mobility and economic activities. Furthermore, this study also seeks to analyze the factors supporting the implementation of said policy. These objectives are aligned with the endeavor to gain a comprehensive understanding of the policy in question. This study adopts a qualitative approach, with data collection conducted through in-depth interviews with various relevant parties, including policymakers, operators, and community users. The collected data were then thematically analyzed to identify key patterns and themes, thereby providing an in-depth understanding of the phenomena under investigation. The research findings indicate that the implementation of the klotok boat policy is highly effective in providing an affordable and efficient alternative transportation solution, while significantly empowering the local economy. This mode of transportation successfully meets the urgent needs between Penajam and Balikpapan, offering a travel time of approximately 45 minutes and a fare of Rp 10,000/passenger, contributing to transportation cost savings and demonstrating stable daily occupancy rates. Its success is also supported by an increase in boat owners' income (30-40%) and the creation of over 120 new jobs. In conclusion, the main supporting factors for the implementation of the Sea Transportation Policy for Klotok Boats in Penajam - Balikpapan are the urgent community need for alternative transportation, the positive disposition of implementers and users, and an organized bureaucratic structure. This urgent need, support for the local economy, and the strategic potential in the development of IKN are key drivers. Despite resource limitations such as an aging fleet and limited dock capacity, the commitment of operators and public acceptance are essential for the sustainability and effectiveness of the klotok boat sea transportation policy's implementation.

Keywords: Policy Implementation, Sea Transportation, Klotok Boat, Penajam-Balikpapan.

INTRODUCTION

Sea transportation has a strategic role in supporting community mobility, distribution of goods, and regional development, especially in archipelagic countries such as Indonesia (Mantoro and Victoria, 2020: 2). Sea transportation modes are one of the main backbones in connecting widely spread islands, including in supporting economic, social, and cultural activities. In the Penajam-Balikpapan area, the existence of klotok ships as a traditional mode of sea transportation is one of the vital components that supports inter-regional interaction and provides accessibility to the people in the two regions (Hidayat *et al.*, 2024: 68).

The phenomenon that underlies the urgency of this policy is the significant mobility challenges and transportation needs between North Penajam Paser and Balikpapan, especially with the increase in community movements along with the formation of the Nusantara Capital City (IKN). Access from Balikpapan City to North Penajam Paser can be reached by land which takes about 3-4 hours via KM 38 Trans Balikpapan-Samarinda Line, or by sea using a ferry with a travel time of about 1 to 1.5 hours, even up to 4 hours if there are obstacles at the ferry docking bridge. For faster travel times, *speedboats* (about 30 minutes) and klotok boats (about 20-45 minutes) are available. This increase in mobility has implications for the increasing need for sea transportation facilities.

However, the condition of sea transportation modes in Penajam still faces various problems. One of the main phenomena is the condition of the klotok port which is concerning in terms of service and physical building, because it is not equipped with proper supporting facilities for the comfort and safety of passengers. In addition, other important problems related to land rights used for klotok ports and *speed boats* are still privately owned, hindering the development of transportation infrastructure by the Regional Government.

Despite the minimal supporting facilities, the community still chooses klotok boats as the main means to cross to Balikpapan and vice versa because the cost is cheaper (Rp

10,000 for passengers and Rp 35,000 for motorcycles), the travel time is not too long, and it is considered relatively safer, especially in the rainy season or large waves. Data for 2024 shows a significant increase in the number of klotok passengers, reaching up to 26,729 passengers departing and 23,560 passengers arriving in a month, as well as a five-fold surge in passengers on holidays. This confirms the vital role of sea transportation, especially klotok, considering the absence of a bridge connecting Penajam with Balikpapan.

Klotok ships, with their capacity to carry a certain amount of passengers and goods, have become an economical and efficient transportation alternative for local communities (Tetuko *et al.*, 2021: 24). This mode of transportation not only provides a connecting service between Penajam and Balikpapan, but also becomes the driving force of the local community's economy, especially for traders, fishermen, and workers who depend on the sustainability of this service for their activities. However, the challenges faced in the management of this mode of transportation, such as safety standards, operational efficiency, and environmental sustainability, are still issues that require further attention.

Local governments have an important role in implementing policies that support the optimal management of sea transportation modes. The right policies can increase public accessibility to transportation services, reduce logistics costs, and encourage economic growth in the region (Sam, Hamid, and Muin, 2024: 295). A study by the Maritime Transportation Research and Development Agency shows that integrated sea transportation management can increase travel time efficiency by up to 30% and reduce logistics costs by 20% in coastal areas (Safuan, 2023: 211). A similar study conducted by Lein (2018):80 found that the sustainability of marine transportation services directly contributes to improving the welfare of fishermen by up to 15% per year.

The klotok ship sea transportation mode policy on the Penajam-Balikpapan route has been implemented in response to existing transportation phenomena and needs, and is specifically regulated based on the Regulation

of the Regent of Penajam Paser Utara Number 31 of 2017 (Latief, Hamid, and Muin, 2024: 388). In the context of research on the Implementation of the Sea Transportation Mode Policy, the main analytical framework used is the theory of policy implementation according to Edward III (1980). The Edwards III model comprehensively outlines that the success or failure of a policy is largely determined by the interaction of four crucial variables: communication, resources, disposition, and bureaucratic structure.

The implementation of an effective sea transportation policy not only has an impact on increasing community mobility, but also on improving the welfare of the community as a whole (Kasmad, 2013: 78). Therefore, an analysis of the klotok ship sea transportation mode policy on the Penajam-Balikpapan route is important to identify the effectiveness of the implementation of the policy and its impact on the welfare of the community. Previous research by Hasanah and Syafriyani (2024: 54-63) identify that service quality is the main factor in the satisfaction of sea transportation users on Madura Island.

Through this study, a comprehensive picture can be obtained regarding the implementation of the klotok ship sea transportation mode policy in Penajam-Balikpapan. This research includes an in-depth analysis of various factors that affect the successful implementation of policies, including operational licensing policies, quality of transportation services, supporting infrastructure, and active participation of the community of users and transportation operators. In addition, this study also aims to identify various challenges faced, such as lack of oversight of safety standards, fluctuations in operational costs, and the environmental impact generated by this mode of transportation.

RESEARCH METHODS

This study uses the Qualitative to explore an in-depth understanding of the implementation of the sea transportation mode policy, especially klotok ships, and its impact on the welfare of the community in the Penajam - Balikpapan area. The qualitative approach was chosen because the researcher focuses on exploring and understanding the experience, perception, and views of the community

regarding the policies implemented (Sigh) *et al.*, 2023:221). This research was carried out in Copyright © 2019 Penajam Paser District, All Rights Reserved. All rights reserved., which is a strategic area related to the implementation of the Klotok ship sea transportation policy. North Penajam Paser Regency has an important position as one of the gateways to the National Capital City (IKN) of the archipelago, with sea transportation access that connects this region to Balikpapan as the main economic center of East Kalimantan. Sea transportation, especially klotok ships, plays a vital role in connecting areas that are difficult to reach by land transportation, as well as supporting community mobility and the distribution of goods in this region.

The data sources in this study consist of Primary Data and Secondary data (Syarif and Yunus, 2013:32). Primary data was obtained directly from relevant sources, namely through in-depth interviews with key informants, which included local governments, sea transportation managers, community users of klotok ships, and other related parties. This interview aims to gain an understanding of the implementation of sea transportation mode policies and their impact on community welfare. Moreover Field observation It is also carried out to collect direct information about the operational activities of the Klotok ship in the field.

Data Collection Techniques

The data collection techniques used in this study include In-depth interviews and documentation (Creswell, 2015:96). In-depth interviews were conducted with key informants, such as local government officials, sea transportation managers, and the community using klotok ships. The goal is to explore their understanding of sea transportation policies, their implementation, and the impact of these policies on community welfare. These interviews are semi-structured to allow space for informants to express their views freely, while remaining focused on relevant topics. In addition to interviews, documentation It was carried out to observe and strengthen research data with official documents that are directly related to the operation of Klotok ships in the Penajam and Balikpapan areas. The documentation in this

study can provide an overview of the factors that affect the implementation of sea transportation policies and their impact on the community.

Data Analysis Techniques

The data analysis techniques used in this study are Thematic Analysis. This approach is used to identify themes or patterns that emerge from data obtained through interviews and documentation studies (Ozuem *et al.*, 2022:147). Once the data is collected, the researcher organizes the information based on key themes, such as the implementation of marine transportation policies, its impact on community welfare, and factors influencing policy. Thematic analysis can help researchers to understand how marine transportation policies are accepted and implemented by communities and the extent to which they can improve welfare.

In addition, the researcher also uses descriptive analysis to describe the conditions in the field. This technique is useful for compiling a clear narrative about the situation related to the sea transportation policy of klotok ships and its impact on society. The researcher tries to describe the data in a systematic and structured manner, so that it can provide an accurate and reliable picture of the implementation of sea transportation policies in the Penajam and Balikpapan areas.

RESULTS AND DISCUSSION

Implementation of the Klotok Ship Sea Transportation Mode Policy on the Penajam-Balikpapan Route

The implementation of the klotok sea transportation mode policy on the Penajam-Balikpapan route shows that there are significant efforts in meeting the needs of fast and affordable alternative transportation for the community. This policy is motivated by the urgency of reducing long and congested road travel times, as well as supporting mobility in the context of preparing for the Capital City of the Archipelago (IKN). As explained by the Head of the PPU Transportation Office

land and ferry travel time which "can take up to 4 hours" if there is damage to the bridge, making the klotok ship "the main choice because of its cheaper operational

costs" (Interview with the Head of the PPU Transportation Office, 2025).

This is strengthened by the use of klotok boats which states that

For passengers for ships are used for "daily needs, such as going to work or school," to "weekly" and "occasionally" for special needs (Interview with Klotok Ship Passengers, 2025).

Operationally, there is a structured flow starting from ship preparation, safety standards, to the cash ticket service mechanism. The results of the evaluation showed positive performance in terms of fare affordability (Rp 10,000/passenger) and travel time efficiency (45 minutes). Furthermore, this policy has succeeded in empowering the local economy by increasing the income of ship owners and creating new jobs. However, there are challenges related to the physical comfort of the ship, maintenance costs, and fleet capacity that are still limited compared to demand. In the context of policy implementation, the theory put forward by Edward III (1980) highlights four main variables: communication, resources, disposition, and bureaucratic structure. The implementation of the klotok ship policy on the Penajam-Balikpapan route can be analyzed through this lens.

Communication

Communication aspects in the framework of the implementation of the Edwards III policy, communication is a crucial variable that determines the extent to which policy objectives and procedures can be conveyed and understood by implementers and target targets. The communication aspect in the implementation of the klotok ship transportation mode policy on the Penajam-Balikpapan route can be seen from the socialization of weather rules through loudspeakers and operator WhatsApp groups, as well as clear tariff information.

Operational standards related to the ban on sailing in case of bad weather conditions (wind speed > 15 knots, > waves 1.5 meters, or visibility < 500 meters) are actively informed, with trip cancellations announced through the

media (PPU Transportation Agency Documentation, 2025).

The research data does not explicitly detail how effective the communication of operational standards as a whole has been conveyed and understood by all relevant parties beyond incidental and direct weather aspects. This indicates that there is room for more comprehensive policy communication.

Resources

In terms of resources, the policy can be said to be successful in utilizing existing local resources, namely klotok boats operated by fishermen or small business actors, so that the operational costs are cheaper. On the other hand, the limited capacity of the dock and the age of the fleet, which is mostly old (>10 years) indicates that there are limitations in infrastructure and physical resources that need attention. The operator's complaint stating that "maintenance costs have increased by 25% since January 2025 due to the increase in the price of spare parts" (Interview with Klotok Ship Operator, 2025) directly shows the financial and material resource challenges faced.

Disposition

Based on the aspect of the disposition or attitude of policy implementers, including operators and passengers, shows positive indications. Operators have a high commitment in carrying out daily operations. This can be seen from the explanation of one of the operators explaining that the operations carried out include

ship inspections, scheduling, and weather monitoring," as well as prioritizing "safety with the use of mandatory safety equipment, operational monitoring, and emergency training" (Interview with Klotok Ship Operator, 2025).

Passengers also show a positive disposition with high daily occupancy and general satisfaction. Despite the complaints, passengers still hope

Klotok ship services can improve safety with regular inspections, improve comfort with comfortable seats and air conditioning, and increase efficiency by

reducing waiting times and improving punctuality" (Interview with Klotok Ship Passengers, 2025).

Bureaucratic Structure

The aspect of the bureaucratic structure is reflected in the clear division of roles between the Transportation Office, KSOP, and the North Penajam Paser Regency Government in the supervision and management of port facilities. The Head of the Infrastructure Division of the PPU Transportation Agency explained that

the active role of the North Penajam Paser Regency Transportation Office in monitoring schedules and safety compliance through CCTV, KSOP in regulating ship traffic and checking weekly documents, and the North Penajam Paser Regency Government in managing port facilities greatly supports the smooth implementation" (Interview with the Head of Infrastructure of the PPU Regency Transportation Office, 2025).

The active role of various supervisory agencies, such as the North Penajam Paser Regency Transportation Department in monitoring schedules and safety compliance through CCTV, KSOP which regulates ship traffic and checks weekly documents, and the North Penajam Paser Regency Government in managing port facilities, greatly supports the smooth implementation of klotok ship transportation mode policies. This clearly shows that there is effective inter-agency coordination in implementing the policy.

Previous research on the implementation of transportation policies has often emphasized the importance of community participation and adaptation to local conditions. For example, a study by Mokke and Suwandi (2023) suggests that policies that are able to empower the local economy tend to get greater support from the community, which is in line with the findings that klotok ships empower ship owners and create jobs in Penajam. In addition, research by Adom-Asamoah, Asibey, and Nyarko (2021) About the efficiency of public transportation in developing regions found that the factors of affordability and time efficiency are the keys to the successful adoption of services by the community, as can

be seen from the low fares and 45-minute travel time of the klotok ship that attracts IKN workers. However, issues such as fleet quality and passenger comfort, as revealed in this study, are also often ongoing challenges in the implementation of transport policies in developing countries, as studied by Nasrin and Chowdhury (2024) Regarding the modernization of traditional transportation.

Based on the results of the research and the support of theories and previous research, the author argues that the implementation of the klotok sea transportation mode policy on the Penajam-Balikpapan route has fundamentally succeeded in fulfilling its main goal as an effective and affordable alternative transportation solution. This success is supported by a positive disposition from the community and operators who feel the direct benefits of the economy and mobility. The implementation of the klotok sea transportation mode policy on the Penajam-Balikpapan route still faces serious challenges that have the potential to hinder sustainability and improve service quality in the future.

Limited resources (dock capacity and aging fleet conditions) and suboptimal comfort aspects require further policy intervention. The author argues that in order to maintain a positive momentum and optimize the role of klotok ships, especially in dealing with the dynamics of the IKN, the government needs to immediately address these structural issues. Increased investment in dock infrastructure, fleet rejuvenation programs, and improved passenger comfort facilities are crucial so that this policy is not only functionally implementable, but also sustainable and highly competitive.

Factors Supporting the Implementation of the Klotok Ship Sea Transportation Mode Policy on the Penajam-Balikpapan Route

The implementation of the klotok ship sea transportation mode policy on the Penajam-Balikpapan route is supported by several crucial factors. These factors include the urgent need for fast and affordable alternative transportation, support for the local economy through operator empowerment and job creation, and the potential for a strategic role in supporting mobility around the Nusantara Capital City (IKN). Affordability and travel time efficiency are the main attractions for

users. In addition, the existence of a structured operational mechanism and the active role of various supervisory agencies such as the Transportation Office, KSOP, and the Regency Government in monitoring and managing facilities also support the smooth implementation. These supporting factors can be comprehensively analyzed using Edward III's (1980) four variables: communication, resources, disposition, and bureaucratic structure.

Communication

The policy communication aspect seems to be running effectively at the operational level. Although it is not explicitly explained that there is a major socialization program, communication related to procedures and rules seems to be running effectively at the operational level, for example through weather announcements and coordination via the operator's WhatsApp group. Affordability (Rp 10,000/passenger) and time efficiency (45 minutes) also indirectly communicate the added value of this service to the community, encourage stable occupancy levels and show the success of the policy benefits message is well conveyed to the target audience.

Resources

The implementation of this policy is supported by the significant use of local human resources, especially operators/fishermen who have expertise in operating klotok. This approach reduces the need for large investments in the provision of new fleets. However, on the other hand, the limited capacity of the dock and the age of the aging ship (>10 years) indicate that there are limited physical resources that have the potential to be obstacles in the future. Nevertheless, the existence and expertise of local operators are vital resources that support the sustainability of klotok operations.

Disposition

The positive disposition is clearly seen from the klotok ship operator (Mr. Bahar) who understands and carries out the operational, maintenance, and safety procedures of the ship. This commitment is crucial considering the traditional nature of klotok operations. From the bureaucratic side (Head of the Transportation Agency and Head of

Infrastructure), there is an understanding of the policy background and objectives, as well as efforts to improve services through infrastructure improvement and operational optimization, which reflects a pro-implementation disposition. The positive disposition of the user community, which is demonstrated through the high occupancy rate, is also a major supporting factor. Research by Meyer and Beletski (2023) support that the understanding and commitment of the implementer at the lowest level (*Bottom Up*), such as klotok boat operators, are essential for success, which is relevant to the positive disposition of the operators in this study.

Bureaucratic Structure

The bureaucratic structure shows that there is coordination between institutions that support implementation. The Transportation Department is responsible for monitoring schedules and safety, KSOP on traffic and ship documents, and the Regency Government on port facilities. This division of tasks shows the existence of Standard Operating Procedures (SOPs) and structures that support the smooth running of daily operations. Although not perfect, this supervisory framework is essential to maintaining operational order and security.

Previous studies are in line with these findings. Sangadji and Wisnujati (2023) found that the alignment between policy objectives and the real needs of the community (the aspect of urgent needs) was the main determinant of initial success. Next Kuntadi and Livrianti (2022) emphasizing that clarity of communication and adequate resource allocation are prerequisites for effective implementation. Although physical resources are still limited, the utilization of local resources and existing oversight structures support this interpretation.

Based on the results of the research and the support of theories and previous research, the author argues that the main driving factor for the successful implementation of the klotok ship transportation mode policy is a combination of strong market needs and positive dispositions from key actors, especially operators and user communities. Highly competitive rates and time efficiency effectively "communicate" the value of the policy to the target audience, triggering

widespread adoption. Although physical resources (fleet and docks) are still limited and in need of significant improvement, the positive disposition of implementers and beneficiaries has partially covered these shortcomings, maintaining operational sustainability. The authors emphasize that the existing bureaucratic structure, although imperfect, has been able to create an essential framework of minimal supervision. However, in order for sustainability and quality improvement to be achieved, resource factors and bureaucratic capacity must be proactively increased to address the challenges arising from increased demand and fleet age. This is also important to anticipate a greater role during the IKN period.

CONCLUSION

The implementation of the klotok ship policy is very effective in providing affordable and efficient alternative transportation solutions on the Penajam-Balikpapan route, while empowering the local economy significantly through increased income and job creation.

The success of this implementation is driven by the urgency of the community's needs, the positive disposition of the implementers and beneficiaries, and the organized bureaucratic structure. Nonetheless, challenges to resources (aging fleets, dock capacity) and physical comfort need to be addressed for sustainability and improved service quality in the future.

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