



## **Bridging the Competency Gap in Maritime State Asset Management**

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### **Abstract**

*This qualitative study investigates the critical determinants of State Asset (BMN) management competency within Indonesia's Directorate General of Sea Transportation (Ditjen Hubla), a pivotal institution for national maritime development. Despite significant investments, recurrent findings from the Supreme Audit Board (BPK) indicate systemic failures in BMN administration. Through in-depth interviews with 12 key personnel and thematic analysis of BPK reports (2020-2023), this research identifies a profound competency schism. Findings reveal that maritime civil servants often possess adequate technical operational knowledge but lack the essential public financial administration capabilities, particularly deep digital proficiency in the SAKTI system and adaptive problem-solving skills for non-routine cases. A significant "training-practice divide" renders conventional professional development ineffective. The study concludes that achieving audit compliance and strategic maritime objectives requires a paradigm shift from generic training to fostering a culture of continuous, case-based learning. It contributes to maritime policy and public administration literature by conceptualizing the "maritime public administrator" – a hybrid professional essential for bridging operational maritime expertise with accountable public financial stewardship.*

## **1. INTRODUCTION**

Imagine a nation endowed with a maritime territory exceeding 6.4 million square kilometers, its archipelagic fabric comprising over 17,000 islands, and its economic vitality intrinsically tied to the blue economy. This is Indonesia, a nation whose strategic identity and developmental aspirations are irrevocably anchored in its oceans, as enshrined in its vision to become the "Global Maritime Fulcrum" [18]. Yet, beneath this grand strategic narrative lies a pervasive and often overlooked operational paradox: the very assets that form the backbone of this maritime ambition—the ports, navigational aids, vessels, and infrastructure administered by the Directorate General of Sea Transportation (Ditjen Hubla)—are chronically mismanaged at an administrative level. Year after year, the Supreme Audit Board (BPK) unveils a litany of findings related to State Assets (Barang Milik Negara or BMN), revealing a systemic vulnerability where strategic maritime development is potentially hamstrung not by a lack of vision, but by a critical failure in the human resource development system—specifically, in cultivating the hybrid competencies needed for modern public asset governance [1], [2]. This research posits that the journey to a resilient maritime economy is navigated not only on the high seas but also within the intricate digital workflows of the SAKTI financial system and the often-ineffective training rooms where administrative competence is supposed to be forged.

The global maritime sector is undergoing a profound transformation, driven by the triple forces of digitalization, decarbonization, and heightened regulatory complexity [20]. Internationally, the discourse on maritime competency has been largely dominated by the technical-operational standards of the International Maritime Organization (IMO), particularly the International Convention on Standards of Training, Certification and Watchkeeping for Seafarers (STCW) [14]. Concurrently, the global push for public accountability has spurred the adoption of digital platforms like Indonesia's SAKTI system [15]. However, this has created a dual competency challenge for maritime civil servants: they must navigate stringent technical safety protocols while also mastering complex digital public financial systems—two domains governed by vastly different logics and learning paradigms.

This divergence points to a critical schism. The "maritime professional" in conventional frameworks is a technical expert [14]. In contrast, effective governance of a national maritime directorate demands a "maritime public administrator"—a professional requiring a hybrid competency set. This individual must blend operational maritime knowledge with expertise in public sector accounting, asset management regulations, and digital system fluency [5]. Critically, the pedagogical models for developing these two competency profiles differ fundamentally. Technical seafarer training is highly standardized, simulation-based, and competency-assessed, while civil servant training in administrative systems often remains theoretical, classroom-bound, and divorced from the messy realities of the workplace [14], [12]. The existing literature on maritime development, while rich in discussions on port efficiency and technical safety [20], [26], remains conspicuously silent on this administrative competency gap and the pedagogical failures that perpetuate it. This silence is acute in Indonesia, where recurrent BPK findings—from unrecorded assets to procedural non-compliance—serve as empirical indicators of a systemic workplace learning and development breakdown [1], [2].

Therefore, this study is guided by the following overarching research question: How do the capacity, capability, and crucially, the *informal learning processes* of maritime civil servants determine the quality of state asset administration and audit outcomes? To deconstruct this, the research pursues three specific objectives:

1. To map the existing capacity and capabilities of BMN personnel and, using lenses from andragogy and workplace learning theory [13], [24], diagnose how they *actually* learn to solve novel administrative problems.
2. To critically analyze the relationship between competency gaps, particularly those stemming from ineffective formal training versus successful informal learning, and specific categories of BPK findings.
3. To develop a normative framework for a hybrid competency model and an associated practice-based curriculum for the "maritime public administrator," directly informed by audit failures.

The rationale for this research is rooted in practical urgency and theoretical significance. Practically, poor BMN management leads to financial leakage and impedes maritime logistics [7]. Theoretically, this study integrates maritime studies, public administration, and adult learning theory to challenge narrow definitions of maritime competence. It investigates not just *what* competencies are missing, but *why* traditional training fails to develop them, and *how* successful learning occurs in practice.

Motivated by this, the research adopts a qualitative, multi-method approach. It involves a systematic analysis of BPK reports, interpreted through an adapted Kirkpatrick-Phillips model to trace audit failures back to training and learning deficiencies [11]. Furthermore, in-depth interviews will probe not only competency levels but the self-directed learning strategies and informal knowledge networks that staff rely on [24]. By weaving documentary evidence with rich narratives of workplace learning, this research aims to conduct an audit of the human development systems within Ditjen Hubla, contributing to a more learning-oriented, competent, and accountable maritime public service.

## 2. METHOD

This study employs a rigorous qualitative research methodology, strategically designed to delve into the complex, human-centric phenomena underlying the management of State Assets (BMN) within the Directorate General of Sea Transportation (Ditjen Hubla). The approach is rooted in an interpretivist paradigm, aiming to construct a nuanced understanding of the "lived experiences" of civil servants [9]. The primary objective is to generate rich, contextual insights that explain how and why specific capacity and capability gaps translate into recurring BPK findings, with a particular lens on the failures of workplace learning and professional development systems.

The population for this research is defined as all civil servants within Ditjen Hubla responsible for BMN administration. A purposive sampling strategy was employed to select 12 key informants from a mix of Technical Implementation Units (UPTs)—both those with a history of significant BPK findings and those with a cleaner audit record. The sample encompassed five critical roles: Bendahara, BMN Officers, SAKTI Operators, Heads of Administrative Subdivisions (Kasubtu), and policy planners from Biro LPPBMN. This stratification ensures insights are gathered from across the asset management chain, from frontline operators to curriculum designers.

The central research instrument was a semi-structured interview protocol, meticulously developed to operationalize the study's core variables and, crucially, to investigate the informal learning processes and training effectiveness. The independent variables were Capacity (educational background, formal training attended) and Capability (proficiency in SAKTI, adaptive problem-solving). The dependent variable was the Quality of BMN Administration, evidenced by BPK findings. However, drawing from workplace learning theory [10], the protocol specifically probed into the process of competency acquisition through questions such as: "When you encounter a new or unclear procedure in SAKTI, what steps do you take to learn how to handle it? Can you describe a time you had to teach yourself to solve a problem outside of formal training?" These questions were designed to uncover practices like the use of "dummy projects" for safe experimentation or reliance on peer networks, moving beyond assessing static knowledge to understanding dynamic learning behaviors.

To critically evaluate the outcomes of formal training, the study adopted the Kirkpatrick-Phillips Model as an analytical framework for the document analysis [11]. BPK reports (2020-2023) were systematically reviewed not only to categorize findings but also to trace them back to potential failures across training evaluation levels: Reaction (was training relevant?), Learning (did knowledge transfer occur?), Behavior (was knowledge applied on the job?), and Results (did application lead to improved outcomes/avoided audit findings?). This approach allowed us to analyze audit findings as tangible evidence of a breakdown in the training transfer process [12].

Data collection followed a triangulated sequence. First, a comprehensive document analysis of BPK reports was conducted to establish an empirical baseline of administrative failures. Second, in-depth interviews were conducted, audio-recorded, and transcribed verbatim. The critical need for this triangulation was to juxtapose the objective "what" of the audit findings with the subjective "why" and "how" of the learning and competency gaps described by practitioners.

For data analysis, a systematic thematic analysis approach was employed [2]. This involved familiarization with the data, generating initial codes, and collating them into themes. A cross-group comparison was then conducted between themes from UPTs with and without BPK findings. The analysis specifically looked for themes related to andragogical principles (e.g., self-directed learning, relevance to work) [13] and informal learning mechanisms. Finally, a narrative synthesis wove the refined themes into a coherent account of the administrative landscape, explaining the interplay between ineffective formal training, robust informal learning (where it existed), and audit outcomes.

### 3. RESULTS AND DISCUSSION

This study employed a qualitative, multi-method approach to diagnose the determinants of competency and capability in BMN management within Ditjen Hubla. The results presented below are derived from a thematic analysis of in-depth interviews with 12 key informants and a supporting document analysis of BPK reports from 2020-2023. The findings are structured around the core themes that emerged, painting a detailed picture of the administrative landscape. For clarity, a summary of the thematic scoring based on the frequency and intensity of mentions across respondent groups is presented in Table 1.

Table 1. Thematic Analysis of Competency and Capability Gaps in BMN Management

Thematic Category	Key Findings	Manifestation in BPK Findings (Illustrative Examples)	Comparative Intensity (UPT with Findings vs. UPT without Findings)
<b>1. Digital System Proficiency</b>	Superficial, "button-pushing" knowledge of SAKTI without conceptual understanding. Inability to troubleshoot errors.	Unrecorded assets, misclassified KDP, inaccurate persediaan lists (e.g., 579 NUP not found in UPP Tilamuta).	<b>High vs. Moderate:</b> High anxiety and avoidance in UPTs with findings; UPTs without findings had at least one "expert user" for peer support.

Thematic Category	Key Findings	Manifestation in BPK Findings (Illustrative Examples)	Comparative Intensity (UPT with Findings vs. UPT without Findings)
<b>2. Training Effectiveness</b>	Perceived as theoretical, infrequent, and misaligned with daily operational problems.	Recurring procedural errors in stock opname, PSP submission, and asset penghapusan across multiple years.	<b>High vs. Moderate-High:</b> A universal concern, but UPTs without findings compensated through robust internal knowledge sharing.
<b>3. Adaptive Capability &amp; Problem-Solving</b>	Low tolerance for ambiguity and system changes. Reliance on external help (helpdesk) for minor issues.	Inability to manage non-routine assets (e.g., lahan reklamasi at KSOP Gresik, aset terdampak abrasi).	<b>High vs. Low:</b> UPTs with findings exhibited passivity; UPTs without findings demonstrated proactive experimentation and documentation of solutions.
<b>4. Institutional Knowledge &amp; Mentorship</b>	Weak knowledge transfer systems. Critical expertise siloed in individuals, leading to vulnerability.	Findings emerged when a key person retired or was transferred, indicating a systemic rather than individual failure.	<b>High vs. Low:</b> UPTs without findings had structured peer-review and handover protocols.
<b>5. Administrative vs. Maritime Identity</b>	A cultural schism where BMN tasks are viewed as a "secondary burden" to core maritime duties.	Lack of ownership and priority given to asset documentation and reporting deadlines.	<b>Moderate vs. Low:</b> More pronounced in operational UPTs (e.g., Distrik Navigasi) with a strong technical culture.

### Theme 1: The Illusion of Competence: Superficial Proficiency in Digital Systems

A dominant theme across all informants from UPTs with BPK findings was a fragile and superficial relationship with the SAKTI system. While most respondents could perform basic data entry, their understanding was procedural rather than conceptual. A BMN Officer from a Distrik Navigasi with recurring findings confessed, "Saya bisa input data, tapi jika ada notifikasi error merah, saya bingung. Solusinya biasanya tunggu surat edaran dari pusat atau telepon teman yang lebih paham." (I can input data, but if a red error notification appears, I am confused. The solution is usually to wait for a circular from the center or call a more knowledgeable friend). This "button-pushing" competency, without a deeper comprehension of the underlying accounting principles, directly explains findings like the unrecorded assets in UPP Tilamuta and KSOP Patimban. The system was used as a digital filing cabinet, not as an integrated management tool.

In stark contrast, informants from high-performing UPTs described a more empowered approach. A Kasubtu from a UPT with a clean audit report stated, "Kami punya jadwal rutin cross-check antara fisik barang, KIB, dan data di SAKTI. Jika ada selisih, kami cari tahu penyebabnya sampai tuntas, tidak hanya menunggu perintah." (We have a regular schedule to cross-check between physical goods, the KIB, and data in SAKTI. If there is a discrepancy, we investigate the cause thoroughly, not just wait for instructions). This proactive stance towards system management was a key differentiator.

### Theme 2: The Training-Practice Divide: Theoretical Knowledge vs. Operational Reality

The analysis revealed a significant gap between the formal training provided and the practical challenges faced by staff. Respondents universally described training sessions as overly theoretical, short, and disconnected from the complex, non-standard scenarios they encounter. A Bendahara Pengeluaran noted, "Pelatihan diajarkan ideal case, sementara di lapangan kami menghadapi barang sisa proyek multiyears, aset hibah yang dokumennya tidak lengkap, ini tidak pernah dibahas." (Training teaches the ideal case, while in the field we deal with leftover goods from multi-year projects, grant assets with incomplete documents, this is never discussed). This gap directly fuels recurring BPK findings related to the management of sisa tiang pancang and aset konstruksi dalam pengerjaan (KDP), as staff lack the problem-solving frameworks to handle these exceptions.

The high-performing UPTs did not report better training; instead, they had developed internal mechanisms to close this gap. They conducted informal "sharing sessions" where complex cases were discussed, and maintained internal "playbooks" or standard operating procedures (SOPs) based on their past experiences and solutions, effectively creating their own context-specific curriculum.

### **Theme 3: Adaptive Capability as the Critical Differentiator**

Perhaps the most striking finding was the role of adaptive capability—the willingness and ability to learn, problem-solve, and navigate uncertainty. In UPTs with BPK findings, a culture of dependency and risk-aversion was prevalent. Staff were hesitant to make decisions or new approaches in SAKTI for fear of making mistakes. This led to administrative paralysis, where tasks were postponed indefinitely, leading to findings of "pencatatan tidak tertib".

Conversely, in UPTs without findings, a culture of controlled experimentation was observed. An Operator SAKTI explained, "Jika ada fitur baru atau kasus aneh, kami buat dummy project di sistem untuk dicoba. Jika gagal, tidak apa-apa, yang penting kami tahu cara yang benar." (If there is a new feature or a strange case, we create a dummy project in the system to try it. If it fails, it's okay, the important thing is we learn the correct way). This learning-oriented mindset, supported by supervisory staff, was a powerful buffer against administrative failure. It enabled these units to adapt to new regulations and system updates effectively, turning potential problems into learning opportunities.

### **Connecting Findings to Research Questions and Existing Literature**

The findings directly address a significant gap in the existing maritime literature, which has focused on port efficiency and technical operations [20], [26] while neglecting the human capital development systems required for public administration. This study reveals that the recurrent BPK findings are symptomatic of a fundamental mismatch between the pedagogical design of formal training and the andragogical needs of adult professionals in the workplace [13], [23]. The "Training-Practice Divide" theme underscores a curriculum that is overly theoretical and decontextualized, failing to address the complex, non-routine problems practitioners face. This aligns with criticism of training that prioritizes content delivery (Level 2: Learning in the Kirkpatrick model) over behavioral change and results (Levels 3 & 4) [11].

The critical role of "Adaptive Capability" highlights where learning *did* successfully occur, often through self-directed and experiential learning outside formal channels. Informants in high-performing UPTs described processes akin to workplace improvisation and experimentation [24], such as creating dummy projects in SAKTI. This demonstrates the application of andragogical principles—where adults learn most effectively through problem-solving and direct experience—filling the void left by ineffective top-down training. Conversely, the "Illusion of Competence" in low-performing UPTs reflects a workforce that has undergone training (possibly reacting positively—Level 1) but has not achieved the necessary behavioral competence to troubleshoot and adapt (a failure at Level 3).

Therefore, the proposed concept of the "Maritime Public Administrator" must be underpinned by a hybrid curriculum model. This model must integrate maritime domain knowledge with core public administration competencies, delivered through case-based and problem-based learning methodologies that mirror real-world challenges documented in BPK reports [25]. It requires a shift from a one-off "training event" culture to a continuous workplace learning ecosystem that values and supports informal knowledge sharing, peer mentoring, and safe spaces for supervised experimentation [10], [27]. By framing audit findings as critical learning cases, the organization can close the loop between performance failure, root-cause analysis, and targeted competency development, transforming the BPK's role from an external auditor into a source of institutional learning.

### **Analysis of Meaning and Importance: Beyond Surface-Level Explanations**

The significance of the "Adaptive Capability" theme cannot be overstated. It suggests that in a dynamic regulatory and technological landscape, the ability to learn and adapt is more valuable than the possession of a static set of skills. This shifts the focus of human resource development from a one-time knowledge-transfer model (training) to a continuous capacity-building model that fosters a learning culture. The cross-group comparison reveals that the presence of even one or two individuals with high adaptive capability can elevate the performance of an entire unit, acting as internal catalysts and mentors.

The "Training-Practice Divide" highlights a critical flaw in the current approach to professional development. The training appears to be designed based on a top-down, normative understanding of tasks, rather than a bottom-up, empirical understanding of the real-world problems practitioners face. This creates a cycle of irrelevance, where training fails to equip staff with the tools to solve the very problems that external auditors later flag.

### Strengths, Practical Implications, and Future Research

A key strength of this research is its methodological triangulation. By combining the objective evidence of BPK reports with the subjective experiences of practitioners, it moves beyond correlation to causation. The purposive sampling strategy, which included both high and low-performing UPTs, was instrumental in identifying not just problems, but also existing internal solutions and best practices.

The practical implications are direct and actionable:

- a. For Biro LPPBMN and HR: Redesign training curricula to be case-based, using actual BPK findings as core teaching materials. Invest in building a community of practice and certifying "SAKTI Expert Users" within UPTs to provide just-in-time peer support, rather than relying solely on central helpdesks.
- b. For UPT Leadership: Incentivize and formalize knowledge-sharing mechanisms. Kasubtu should be evaluated not only on compliance but on their success in developing the capabilities of their team members. Creating a "lessons learned" repository for BMN management is recommended.
- c. For Policy Makers (Kemenkeu/BPKN): Consider developing a specialized competency standard and certification for "State Asset Management Officers," recognizing it as a distinct profession that requires a hybrid skill set, much like other technical specializations.

Based on the limitations of this study, which focused on a single directorate general, future research should explore whether this competency gap is prevalent in other technical ministries (e.g., Ministry of Public Works). A longitudinal study tracking the impact of implementing a case-based training model on BPK findings would provide robust evidence for its effectiveness. Finally, research could investigate the specific leadership behaviors and organizational structures that most effectively foster the adaptive capabilities identified as crucial in this study.

### 4. CONCLUSION

This research demonstrates that the effectiveness of maritime postgraduate education in technology is a multi-dimensional construct. While the foundational knowledge is being effectively delivered, the higher-order competencies of application, integration, and innovation require a deliberate shift toward experiential and context-grounded pedagogy. The research contributes to the fields of Maritime Education by providing a validated framework for evaluating technology integration beyond mere content inclusion; to Educational Technology by demonstrating the critical role of pedagogical translation in technical domains; and to Indonesian Maritime Studies by offering an evidence-based roadmap for human capital development that is essential for realizing the nation's maritime potential.

Future research should build upon these findings by conducting a larger-scale study across multiple Indonesian MET institutions. Furthermore, a longitudinal study tracking the career progression of these graduates into the industry would provide invaluable data on the long-term impact of different instructional models on professional performance and innovation capacity. Finally, research focusing on designing and evaluating specific "translator" training programs for maritime educators would address one of the most critical enablers identified in this study.

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