

## POLICY IMPLEMENTATION OF TRAVEL LICENSE RETRIBUTION RATES ON CITY TRANSPORT IN SUKABUMI CITY

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### ABSTRACT

Public transportation is a means provided for the community to facilitate their daily activities, including city transportation (angkot). In providing good service and easing the burden on the community, the Sukabumi City government issued a policy of abolishing route permit fees for city transportation. The purpose of this study is to find out how the implementation of route permit retribution tariff policies for city transportation in the city of Sukabumi. The research method used in this research is a qualitative approach, the research is descriptive in nature. Data collection techniques used by researchers are observation, interviews and documentation. This study uses four variables of policy implementation from George Edward. From the results of the study that policy implementation has been going well when viewed from the disposition and structure of the bureaucracy. However, in terms of communication and human resources, it has been implemented but not optimal. This can hinder the success in implementing route permit recommendations at the Sukabumi City Transportation Service and needs to receive more important attention from the government for the future in implementing route permit policies.

**Keywords:** *Implementation, Policy, Route Permit.*

### A. INTRODUCTION

Public transportation is a means provided for the community to facilitate their daily activities. As a means of public transportation that is used by the wider community and is intended to serve the community, it is certain that standards are needed in carrying out their duties as public servants. Public transportation can be owned by the government or the private sector, but for all components involved in this public activity, the government must contribute so that the process can run

smoothly and well. As in terms of security, comfort, safety, and the availability of this mode of transportation must be considered properly.

The city of Sukabumi has a variety of public transportation ranging from two-wheeled to four-wheeled, including city transportation. In providing services to the community, the Sukabumi City Transportation Service refers to the Decree of the Minister of Transportation No. KM 35 of 2003 concerning Organizing the Transportation of People on Roads with Public Vehicles, where the existence of public transportation aims to provide good and proper transportation for the community. In Article 2 paragraph (2) of the Minister of Transportation 98/2013, public transport service standards include security, safety, comfort, affordability, equality and regularity.

The city transport service standards listed in the Minister of Transportation Regulations are felt to have not been met, because there is no clear guarantee of security, safety and comfort that makes people reluctant to choose modes of public transportation, especially now that there are many online transportation that make it easier for people to travel. The government, through the Sukabumi City Transportation Service, should guarantee the security, safety and comfort of the public using city transportation and carry out periodic inspections and provide strict sanctions to vehicles that do not meet eligibility standards. In carrying out its duties, the Sukabumi City Transportation Service has the authority that has been regulated based on the Decree of the Mayor of Sukabumi number 17 of 2020 regarding the position.

Public transportation of city transportation (angkot) recorded at the Sukabumi City Transportation Service in 2022 totaled 2092 units of angkot vehicles, which are divided into 18 routes (Sukabumi City Transportation Service, 2022) where all of these route routes make the city center the final destination, because the downtown area is the center of trade and service activities as well as offices. The angkots that are spread across the Sukabumi City area are divided into 7 sub-districts, namely Cikole District, Gunung Puyuh District, Citamiang District, Cibereum District, Baros District, Lembursitu District, and Warudoyong District. In a copy of the Sukabumi Mayor's Decree Number: 188.45/231-Dishub/2022, the current public transportation fare is IDR 3,000 for students, and IDR 6,000 for the public.

Route permit is one of the permits from the transportation sector, the issuance of route permits intended for city transportation for applications for new route permits, requests for changes and or extension of the validity period. The requirements for the extension of the route permit are:

1. Original supervision card & photocopy
2. Original route decision letter & photocopy
3. Original STNK & valid photocopy
4. KIR book original & photocopy
5. KTP original owner & photocopy
6. Legal entity? PT/Cooperative
7. Organa recommendation
8. NIB legal entity

Based on Regional Regulation Number 13 of 2011 chapter II article 3 concerning Route Permit Retribution, it is stated that operating public transportation vehicles that are not roadworthy, public transportation carrying more than carrying capacity, employing drivers who do not meet the requirements, violating the tariff provisions that apply then the route permit of the public transportation will be repealed.

In order to provide good service and ease the burden on the owners of public transportation vehicles, finally with reference to the regional regulation, the Sukabumi City government issued a new policy, namely the route permit levy tariff for city transportation which previously paid Rp. 50,000 has now been abolished or abolished, this has been regulated in Perwali Number 2 of 2018 concerning route permit retribution rates. If this regulation is properly implemented, there should not be any public transportation still operating vehicles that are not roadworthy and do not comply with applicable regulations.

It can be said that the implementation of the route permit policy in Sukabumi City has not been implemented properly, so there are still many unfit angkots that are still operating which results in inconvenience for angkot passengers and can also endanger other road users because the angkots are old and do not carry out rejuvenation. This is evidenced by the data that researchers obtained regarding urban transportation that is rejuvenating and extending route permits at the Sukabumi City Transportation Service, namely as follows:

**Table: Number of City Transport Vehicles Carrying Out Route Permits Extension/Rejuvenation Per Unit Working Group (KKU) in 2022**

| No | Transport Code | Number of vehicles (Unit) | Who did the extension/rejuvenation | Those who do not extend | Percentage |
|----|----------------|---------------------------|------------------------------------|-------------------------|------------|
| 1  | 02             | 20                        | 0                                  | 20                      | 0%         |
| 2  | 03 A           | 255                       | 53                                 | 202                     | 20.8%      |
| 3  | 03 B           | 75                        | 18                                 | 57                      | 24.0%      |
| 4  | 04             | 78                        | 37                                 | 41                      | 47.4%      |
| 5  | 05             | 30                        | 3                                  | 27                      | 10.0%      |
| 6  | 08             | 431                       | 84                                 | 347                     | 19.5%      |
| 7  | 09             | 13                        | 2                                  | 11                      | 15.4%      |
| 8  | 10             | 162                       | 69                                 | 93                      | 42.6%      |
| 9  | 11             | 35                        | 25                                 | 10                      | 71.4%      |
| 10 | 14             | 146                       | 65                                 | 81                      | 44.55%     |
| 11 | 15             | 154                       | 74                                 | 80                      | 48.1%      |
| 1  | 20             | 70                        | 19                                 | 51                      | 27.1%      |
| 13 | 21             | 27                        | 2                                  | 25                      | 7.4%       |
| 14 | 21 A           | 56                        | 22                                 | 34                      | 39.3%      |
| 15 | 25             | 317                       | 174                                | 143                     | 54.9%      |

|        |    |      |     |      |       |
|--------|----|------|-----|------|-------|
| 16     | 26 | 70   | 6   | 64   | 8.6%  |
| 17     | 27 | 83   | 23  | 60   | 27.7% |
| 18     | 28 | 70   | 14  | 56   | 20.0% |
| Amount |    | 2092 | 690 | 1402 | 33.0% |

Source: Sukabumi City Transportation Service 2022

Based on the table above, it can be seen that of the total number of public transportation units, namely 2092 units, there were only 690 units of vehicles that extended/rejuvenated angkot vehicle route permits and those that did not extend/rejuvenated route permits there were 1402 units of vehicles, so if the percentage is only 33.0% of vehicles extended/rejuvenated angkot vehicle route permits.

The data shows that the extension of angkot route permits in Sukabumi City is still not going well and even the number of vehicles extending/rejuvenating vehicle route permits does not reach 50%. Even though this route permit extension should be carried out periodically, namely once a year with the aim of providing security, comfort and safety to public transportation users and road users.

Based on the background above, the main ideas that will be put forward in this study will be focused on the implementation of permit fee tariff policies for Sukabumi city transportation in Sukabumi City. Therefore the researchers submitted a thesis research proposal with the title "Implementation of route permit retribution tariff policies on city transportation in the city of Sukabumi.

## B. LITERATURE REVIEW

### Implementation

According to Van Meter and Horn in Agustino (2006: 153) defines implementation more specifically as actions taken either by individuals or officials or government or private groups directed at achieving the goals outlined in the wisdom decision. The definition of implementation according to Mazmanian and Sabatier in Agustino (2006:153-154) explains that policy implementation is:

“Implementation of basic policy decisions, usually in the form of laws, but can also take the form of important executive orders or decisions or decisions of the judiciary. Typically, the decision identifies the problem to be addressed, clearly states the goals or objectives to be achieved, and various ways to structure or manage the implementation process.”

### Policy

According to Heinz Eulau and Kenneth Prewitt in Charles O. Jones (1996:47). Policies are “steady decisions” that are characterized by the consistency and repetitiveness of the behavior of those who make and of those who comply with those decisions.

According to PBB UNO (1975) in Abdoellah (2016: 16) defines policy as a guideline for action, the meaning of which may be in the form of "a declaration

regarding a basic guideline for action, a certain direction of action, a program regarding certain activities or a plan". Meanwhile, according to Friedrich in Abdoellah (2016: 16-17) defining policies are:

"Policy is an action that leads to a goal proposed by a person, group or government in a certain environment in connection with the existence of certain obstacles while looking for opportunities to find goals or realize the desired goals."

According to Jones, "An introduction to the study of Public policy", 1970, in Abdoellah (2016: 17) suggests that public policy is the relationship between certain government units and their environment.

Meanwhile, according to R. Dye in Abdoellah (2016: 18) states that public policy is whatever the government chooses to do or not do (whatever government chooses to do or not to do). Strictly speaking, public policy is a series of actions that are determined and carried out or not carried out by the government which are aimed or oriented towards certain goals for the benefit of the whole community.

According to Anderson in Agustino Leo (2016: 7) explains that policy is a series of activities that have a specific purpose or goal which is followed and carried out by an actor or group of actors related to a problem or a matter of concern.

#### **Edwards III's implementation model**

According to Edwards III (2003:11-13) explains that the implementation of each policy is a dynamic process, which includes the interaction of various variables. The interactions of these various variables are influenced by four variables in this policy implementation approach, which include:

##### 1) Communication

For implementation to be effective, those whose responsibility it is to implement a decision must know what they are supposed to be doing. There are three important things in the policy communication process, namely transmission, consistency, and clarity. Commands to implement policies though are transmitted to the appropriate personnel, and these policies though are clear, accurate, and consistent.

##### 2) Resource

Important resources include staff of the right size with the necessary expertise, relevant and sufficient information on how to implement the policy and in other adjustments involved in implementation, the authority to ensure that the policy is carried out as intended, and facilities (including buildings, equipment, land and supplies) in or with which the service must be rendered. Insufficient resources will mean that laws will not be enacted, services will not be provided, and appropriate regulations will not be developed.

##### 3) Disposition

The disposition or attitude of the implementer is the third critical factor in the approach to public policy implementation studies. If implementation is to proceed effectively, policy implementers must know what will be done and must have the ability to carry it out, so that in practice no behavior or actions that deviate from the rules occur.

##### 4) Bureaucratic Structure

The main characteristics of this bureaucratic structure are standard operating procedures (SOP) and segmentation. Standard operating procedure (SOP) is what public officials do to make various decisions every day. Meanwhile, fragmentation is the division of responsibility for a policy field among organizational units.

### **C. METHOD**

The method used in this study is a qualitative method with a descriptive approach. This descriptive method is used to describe the data, find a description of the facts from the time of implementation to data analysis. The setting of informants or determining the sources in this study used the snowball sampling technique, the technique of determining the sample which was initially small in number, then enlarged. In this study researchers used 5 informants. The selection of informants was adjusted to their understanding, experience, duties, authority and responsibilities as implementers of route permit retribution policies for city transportation in the city of Sukabumi. Data collection techniques used in this study are observation, interviews, and documentation. Data validation used in this research is triangulation. Triangulation in testing this credibility is defined as checking data from various sources in various ways, and at various times. (Sugiyono, 2020:368). In this study, the researcher only used triangulation of sources and techniques, where the researcher would re-check the data that had been obtained by comparing the results of interviews with one informant with other interviews and also comparing the data from interviews with observational data. The researcher did not use time triangulation because of the limited time the resource person had. Data analysis carried out in this study was carried out in 4 ways, namely data collection, reducing or summarizing data, presenting data and drawing conclusions. The theory in this study uses the theory of George C. Edwards III. Because this theory is able to measure the level of success of the route permit levy policy implemented in the City of Sukabumi. According to Edwards III (2003:11-13) explains that the implementation of each policy is a dynamic process, which includes the interaction of various variables. The interactions of these various variables are influenced by four variables in this policy implementation approach, which include: Communication, Resources, Disposition or attitude, and bureaucratic structure.

### **D. Explanation**

According to Van Meter and Horn in Agustino (2006: 153) Implementation more specifically is action taken either by individuals or officials or government or private groups directed at achieving the goals outlined in the decision. wisdom. The implementation of basic policy decisions, usually in the form of laws, but can also take the form of important executive orders or decisions or decisions of the judiciary. Typically, the decision identifies the problem to be addressed, clearly states the goals or objectives to be achieved, and various ways to structure or manage the implementation process. Mazmanian and Sabatier in Agustino (2006:153-154). Then Edward III (2003: 11-13) explains that an implementation will run well if it is supported by variables 1) communication, 2) disposition, 3)

human resources and 4) bureaucratic structure. The four variables must be implemented in a stimulant manner because the variables are related to one another.

Edward III's policy implementation model is an implementation model that researchers use to become a data analysis material in this study. The researchers' reasons for using the variables in Edward III's theory are because in this model they are a key component of policy implementation regarding route permit retribution rates for city transportation in the city of Sukabumi.

### **Communication**

In implementing the route permit fee tariff policy for city transportation in the City of Sukabumi, the most important thing is communication, so that implementation is effective, those whose responsibility is to implement a decision must know what they should do. Based on information from research results obtained through interviews that the communication carried out by policy implementers, in this case, the Sukabumi City Transportation Service identified that for internal communication, we always hold routine meetings every month, regular meetings every quarter so that we can get an evaluation of the actual conditions in the field. This is in accordance with the theory put forward by Edward III (2003:50) which says that in the communication criteria, transmission is required, transmission is a factor that influences policy communication. According to the informant, since the issuance of Perwal No. 2 of 2018 concerning Route Permit Retribution Tariffs, because with the current number of online transportation, all fees related to fees have been abolished and currently route permits are also issued by DPMPSTP and the Department of Transportation only as recommendations. The Department of Transportation also always holds socialization, this socialization is in the form of supervision and coaching to KKU administrators (Unit Working Groups), where KKU is a route group that has a manager or chairman in each group, to make it easier and to be well organized. The socialization stated that each vehicle must undergo a KIR test (fitness test), because the route permit requirements must meet road-worthiness requirements.



**Figure: Guidance for the management of the Unit Working Group (KKU) on city transportation in the City of Sukabumi**

Source: *Sukabumi City Transportation Service, 2022*

Based on the picture above, it can be seen that the Department of Transportation conducts socialization with KKU administrators and this is also confirmed by KKU administrators who say that the transportation service often conducts socialization and gathers every KKU administrator.

The communication carried out by the Department of Transportation revealed that the communication carried out was good, but indeed to meet directly with the vehicle owners was still difficult because meeting and recruiting public transportation could not be done alone, there had to be other parties who helped as well as in the implementation a joint operation carried out with the police and the PM. The route permit levy policy for city transportation that has been abolished or eliminated has been socialized since this policy was made, namely in 2018, and the owners of angkot vehicles already know that there are currently no tariffs for extending or rejuvenating route permits. However, there are still many public transportation vehicles that have not extended or renewed their route permits.

Apart from that, the researchers also got answers from the vehicle owners, namely for the problem of socialization that was usually carried out by the Department of Transportation to the KKU management, not only regarding socialization, but if they wanted to extend the route, usually the vehicle owner had to go through the KKU management, then the KKU management gave these requirements to the Department of Transportation. The informant also said that one of the obstacles in extending the route permit was because currently income was lacking, and more people chose to drive online vehicles so there was no money to replace spare parts such as worn out tires and so on.

Based on the explanation above, it can be seen that in terms of communication criteria, coordination and consistency of the Sukabumi City Manpower Office are good, according to what was stated by Rachmawati, et al (2018: 7) that communication is an important variable in influencing the success of an implementation, communication can determine the achievement of a goal public implementation. Regarding coordination in accordance with the communication theory put forward by According to Hood (Wahab, 2015: 174) says that there must be perfect communication and coordination between the various elements involved in permitting city transport routes. And for the dissemination of information through outreach it has been carried out but not maximally, because the information has not been evenly distributed to the target parties, namely the owners of angkot vehicles in route permits. So therefore,

### **Resources**

One of the implementation variables, according to Edward, is human resources, if the implementor lacks the resources to carry out the implementation it will not run effectively. These resources can be in the form of human resources, and financial resources. Researchers in terms of resources here take in terms of human resources. Resources are also an important factor for successful implementation.

The researcher's question is how are the human resources in the Sukabumi City Transportation Service in implementing route permits. And the results showed that the human resources in the transportation section totaled 13 employees which consisted of 3 PNS, 1 CPNS, 4 THL, and 5 TKS. With the



existing human resources, it is practically not enough to manage the transportation of people because it can be seen from the number of vehicles currently available, for public transportation vehicles there are as many as 2092 units. However, with a lack of resources, work can still run well and the skills possessed by employees are also quite good. This is in accordance with the theory regarding the criteria of human resources put forward by Edward III (2003: 64) which explains that the most important source in implementing policies is human resources and in the process of implementing implementers must have the skills needed to carry out work according to qualifications. The transportation section should have created its own sector, while the transportation section here is included in the traffic sector. So that this transportation sector should oversee several sections such as the section for people's transportation, the section for freight transportation, and the section not on routes (online public transportation). while the transportation section here is included in the field of traffic. So that this transportation sector should oversee several sections such as the section for people's transportation, the section for freight transportation, and the section not on routes (online public transportation). while the transportation section here is included in the field of traffic. So that this transportation sector should oversee several sections such as the section for people's transportation, the section for freight transportation, and the section not on routes (online public transportation). With the limited resources currently available, one must be able to manage all transportation and always provide the best service, including the transportation of people to the transportation of goods.

From all the information from the interviews conducted, it can be seen that in terms of human resources, functional positions have not been fulfilled or adequate, but the employees of the Sukabumi City Transportation Service have been maximal in carrying out their main tasks and functions. This is in accordance with the theory put forward by Edward (Agustino, 2017: 138) that human resources are the main resource in policy implementation. Because there is a failure that often occurs in the implementation of policies, one of which is caused by inadequate, adequate or incompetent human resources in their field. However, increasing the number of human resources or implementers alone is not sufficient.

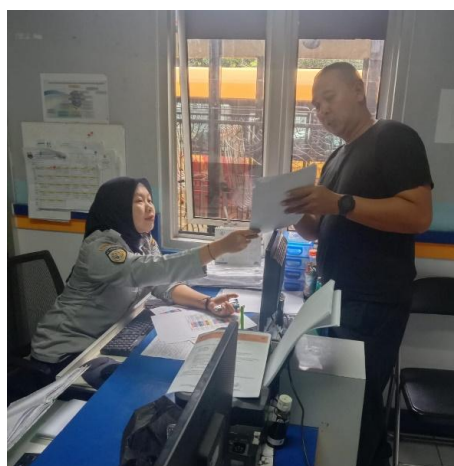
### **Disposition**

The disposition or attitude of policy implementers is an important factor in the approach to implementing a public policy. If the implementation of a policy is to be effective, then policy implementers must not only know what to do but also must have the ability to implement it.

According to Agustino, 2017: 139 the existence of an attitude of the executors here can create real obstacles to the implementation of the policy, if the executors do not carry out the policies desired by high-ranking officials. In selecting the executors, they must be people who have high dedication to the policies that have been set, especially for the benefit of the citizens so that the attitudes of the executors can be responsible for the policy programs to be achieved. The character and characteristics possessed by the implementer such as commitment, honesty, democratic attitude. If the implementers have a good

disposition, then they will be able to carry out the policy as well as what the policy makers want.

In this study, according to the information obtained from the Sukabumi City Transportation Service, namely the attitude of the executors in the process of implementing route permit recommendation services was good and carried out their duties responsibly. The Department of Transportation also always applies sanctions to vehicle owners who telat extends the route permit. The documentation regarding the services provided are as follows:



**Figure: Services for recommendations for the extension of angkot route licenses**

Source: *Sukabumi City Transportation Service, 2022*

It can be seen from the picture above, it is a service carried out by the transportation agency in implementing the route permit extension recommendations to the KCU management. Furthermore, the researcher also asked for views on whether the Department of Transportation provides appropriate sanctions to the owner of angkot vehicles if they do not extend the route because according to Edward (Winarno, 2012: 194) authority is an important source for policy implementation, authority can be sufficient if the employees of the Sukabumi City Transportation Service obey and obey the authorities. Then the results obtained are that the Department of Transportation has imposed sanctions on vehicle owners who do not extend route permits in accordance with applicable laws and regulations. As shown in the figure below, the Department of Transportation issues a ticket and provides appropriate sanctions to vehicle owners who violate regulations such as not extending route permits, not having a KIR book and not having a STNK.



**Figure: Joint operation with Police and PM**

*Source: Sukabumi City Transportation Service, 2022*

Based on this, it can be seen that the Transportation Agency has issued a ticket to the owner of a public transportation vehicle in the Joint Operation activity with the Police and PM. This was confirmed by informant 3, who said that the attitude of the Department of Transportation in providing services was indeed good and correct in giving sanctions or ticketing letters when they were late in extending route permits.

From all the interview information conducted, it can be seen that in the disposition of the Sukabumi City Transportation Service it has been carried out optimally, by prioritizing the authority and commitment of the executors who are adapted to the main tasks and functions provided, providing good service in implementing recommendations for extending public transportation route permits and impose sanctions on violators. This is in accordance with Edwards' theory (2003: 120) which says that authority is an important resource for policy implementation. And Edward (Agustino, 2017: 140) also said that in a disposition there must be bureaucratic arrangements that lead to an optimal public service system.

### **Bureaucratic Structure**

The bureaucratic structure has a significant influence on policy implementation. One of the important structural aspects of any organization is the existence of standard operating procedures (SOP). SOP becomes a guideline for every implementer in acting. SOP is a planned procedure or activity that allows policy implementers (such as apparatus, administrators or bureaucrats) to carry out their activities according to predetermined standards. According to Edward (2003: 128) SOP minimizes the time that will be used, SOP is usually required due to a problem of resources. In agencies, there is usually a shortage of staff who have the ability to analyze problems, so a quick decision within an agency will make the situation simpler. by focusing on the functional tasks of each employee, it will be easy to adapt to the applicable SOPs. While SOPs can be a hindrance in action, if an organization is relatively new or there is a change in the number of staff, SOPs can be easily implemented because they are more flexible.

The preparation of Standard Operating Procedures (SOP) is very important to implement because along with the increasingly complex and critical demands of the community for services, overall readiness is needed, one form of such readiness as in the process of implementing route permit recommendations by the

transportation section to realize service delivery. transparent and for the sake of facilitating service, as well as to obtain optimal results. Based on the explanation above, information is obtained from research results obtained through interviews that regarding the bureaucratic structure at the Department of Transportation it is well structured and has been carried out in accordance with regulations and in all process activities has been carried out according to SOP and according to existing government regulations. Edward (Winarno, 2012:207) who said that by using SOP, executors can take advantage of the available time, besides that SOP also standardizes the actions of officials in complex organizations.

Based on the results of interviews with informant 3, it can be seen that regarding the bureaucratic structure, especially the implementation of standard operating procedures, it is carried out in accordance with the rules of the Sukabumi City Transportation Office. This is in accordance with the theory put forward, this is in accordance with the theory Edward (2003:137) that in a bureaucratic or organizational structure in a better direction by implementing fragmentation, the aim is to spread the tasks and responsibilities of various activities, activities or programs in several work units according to their respective fields.

With the existence of standard operating procedures, all activities can run well as expected. The following data regarding several Standard Operating Procedure (SOP) lines at the Sukabumi City Transportation Service, especially the transportation section in implementing route permit recommendations, are as follows:

REKOMENDASI PERPANJANGAN IZIN TRAYEK

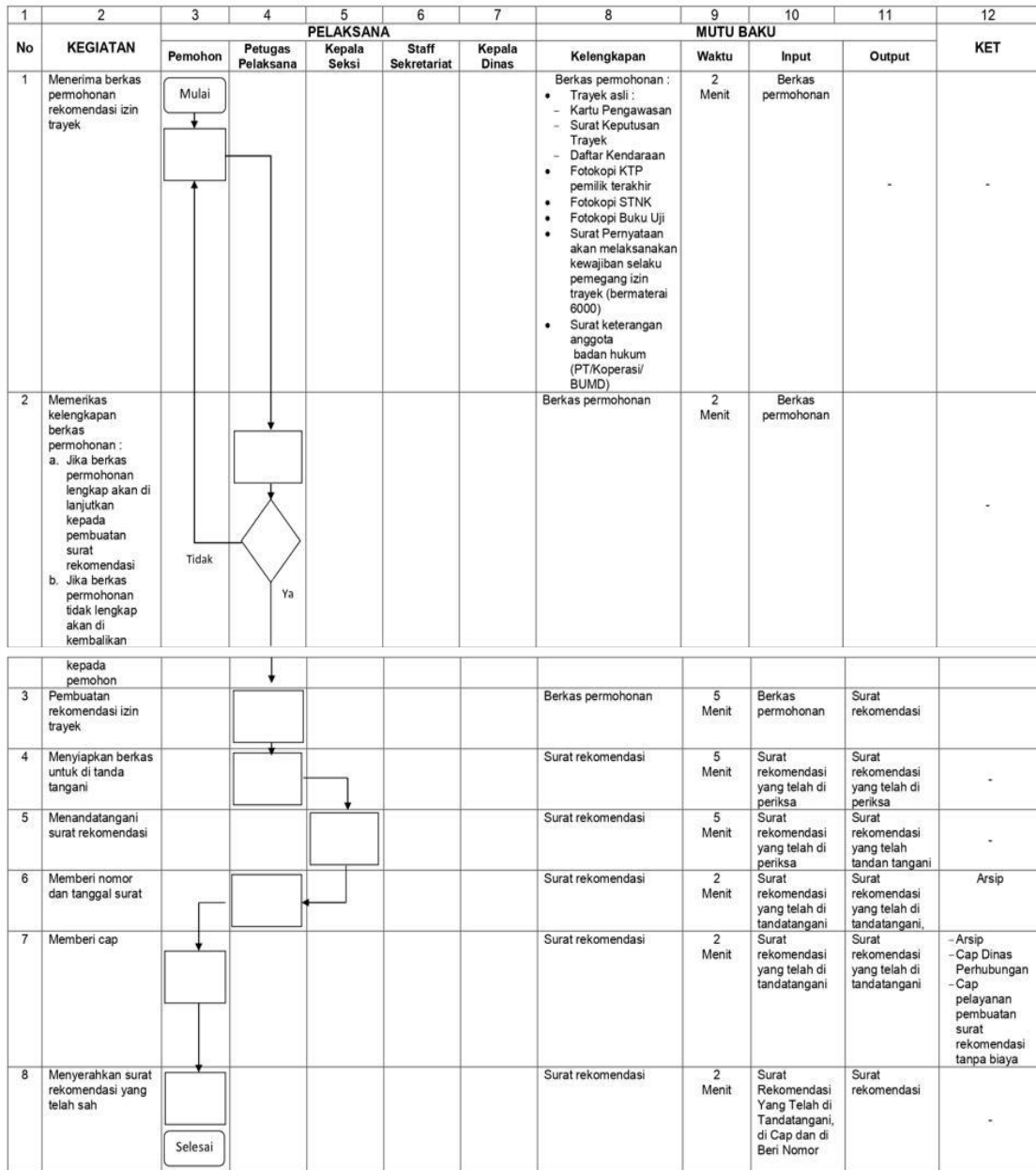


Figure: Flow of Recommendation Services for Public Transportation Route Permits

Source: Sukabumi City Transportation Service, 2022

From the picture above it can be seen that the activities carried out at the Sukabumi City Transportation Service have a flow of procedures in their implementation.

## E. CONCLUSION

Based on the results of the research that has been previously described regarding the implementation of the route permit fee tariff policy for city transportation in the City of Sukabumi in general has been going well, seen from the 4 important criteria of the process of implementing the job market policy as proposed by Edward, the conclusions can be drawn as follows:

1. In implementing the recommendations for route permits for city transportation, the communication that has been carried out has been quite good, but to provide advice and outreach regarding tryek permits to angkot vehicle owners it is still not optimal so there are still many vehicle owners who do not extend their route permits.
2. The human resources available at the Sukabumi City Transportation Service are still lacking, but in terms of skills they are good enough.
3. The disposition of the Sukabumi City Transportation Service can be said to be good in providing services and being responsible in carrying out existing regulatory authorities.
4. The bureaucratic structure at the Sukabumi City Transportation Service can be said to be good, such as the existence of Standard Operating Procedures (SOP) for each activity, employees carrying out their activity tasks according to applicable standards and referring to Mayor Regulation number 17 of 2020.

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