

Original Research Article

Retribution for Public Passenger Transport Route Permits in Pasuruan Regency, Indonesia

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Abstract: The purpose of this study is to describe and analyze the implementation of the route permit retribution policy as well as to describe and analyze the factors that support and hinder the performance of the public passenger transport route permit retribution policy in Pasuruan Regency. The research location is at the Pasuruan Regency Transportation Service. The data sources are primary data and secondary data. Data collection techniques used are observation, interviews, documentation and techniques *Focus Group Discussion* (FGD). And for the data analysis technique in this study uses an interactive analytical technique model with the stages of data collection, condensation, data presentation and conclusions. This study found several performances of the Pasuruan Regency Transportation Service that had not been effective and maximal in managing retribution activities for public passenger transport route permits. This can be seen from the indicators in policy implementation, which include: 1). Communication, namely the clarity of policy orders to policy implementers of a general (strategic) nature, but this clarity has not been realized in managerial and technical operational policies. The intensity of socialization has been carried out by the Pasuruan Regency Transportation Service precisely to the policy targets. Still, there is an element of non-compliance by *the target group* against policy rules is an obstacle to achieving the retribution target. 2). Resources, namely the limited number of human resources support in the Route In-Transport Section, result in an imbalance between the task load and the comprehensive coverage of the Regency area. The provision of physical facilities and infrastructure is sufficient, but application facilities for route permit services and online-based route permit extension fees are still unavailable.

Keywords: Permit Fee, Communication, Resources, Disposition, Bureaucratic Structure.

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INTRODUCTION

The existence of regional government is nothing but to reduce centralization, which is always centred on the central government, as was often the case in the national system before the enactment of the 1999 Regional Autonomy Law, which was later updated through Law No.23 of 2014, concerning Regional Government. It refers to Law Number 9 of 2015 In in conjunction with Law No.23 of 2014, concerning Regional Government, Article 1 paragraph (2) of the administration of regional government states that Regional Government is the administration of government affairs by the regional government and provincial people's representatives according to the principle of autonomy and co-administration with the declaration of independence as wide as possible in the system and principles The Unitary State of the Republic of Indonesia as referred to in the 1945 Constitution. Meanwhile, paragraph (3) states that the regional government is the regional head as an element of the provincial government administrator who leads the

implementation of government affairs which are the authority of the autonomous region.

The implementation of regional autonomy must always be oriented towards improving the community's welfare by always paying attention to the interests and aspirations that grow in the community. For this reason, regional autonomy is expected to a). create efficiency and effectiveness of regional resource management, b). improve the quality of public services and public welfare, c). cultivate and create space for the community to participate in the development process.

In carrying out the general tasks of government and development, one of the functions of the government is to provide services to the community. The services provided include services in various fields, one of which is services in the area of transportation. Transportation is an essential and strategic means of launching the wheels of a nation's economy and can affect all aspects of the life of the government and state. This can be reflected in the increasing need for

transportation services to move goods and people to all corners of the country overseas.

The transportation system must be organized and continuously improved to ensure the mobility of people and goods to provide for the community's welfare. Transportation has a role as a trigger and a driving force if transportation is seen from the side of serving and promoting development (Safores, 2016). In addition, transportation also serves and encourages various other needs. On the other hand, the role of a trigger is carried if transportation is seen as a development generator. In this case, the existence of transportation is a "pioneer of the development and growth of the region.

Pasuruan Regency is one of the regions in East Java Province that is experiencing rapid growth in the economic and industrial fields. And, of course, the rapid growth accompanied by the increasing intensity of the movement of people and goods. As the leading actor who demands the existence of modes to support community mobility, the currently developing way is the use of public and private transportation, where these types of methods have their respective roles. Based on data from the Pasuruan Regency Transportation Service regarding the network of rural transportation routes that were spread in 2015 until now, there are still 33 rural transportation routes that are still active and operating with the following fleets.

Table 1: Data on the Number of Public Transport Fleet in Pasuruan Regency in 2015 – 2019

Type of Transport	Year				
	2015	2016	2017	2018	2019
Rural Transport	303	303	303	298	299

Source of data: Department of Transportation Kab. Pasuruan

From the data in Table 1, when viewed from the side of the regional revenue, an active rural transport fleet can increase revenue for Pasuruan Regency. This is because of the number of rural transportation operating and still active. The Regional Government of Pasuruan Regency can collect regional levies, which of course, have an impact on increasing Regional Original Income (PAD) from the regional retribution sector. As in Law Number 33 of 2004 concerning Financial Balance between Central and Regional Governments concerning Financial Balance between the Central Government and Regional Governments, Article (5) states that regional financial sources come from: a). local revenue (PAD); b). balancing fund; c). other income.

Regional income is the amount of money the region receives, both for its own business and assistance from the central government or other legitimate sources. Regional Original Revenue (PAD) District Transportation Department. Pasuruan, 2014. Preparation of Local Transportation Levels (Tatalok) for the Needs of the Department of Transportation.

Final report is the right of the regional government, which is recognized as an addition to the value of net assets originating from a). local tax; b) regional retribution; c). the results of the management of separated regional assets and other legitimate regional original income.

The route permit levy is a type of regional levy related to the operation of public passenger transport. The route permit levy is a class of specific licensing fees whose service use is measured based on the number of permits granted and the type of public transportation. The collection of retribution for route permits in Indonesia is regulated in ^[5] concerning Regional Taxes and Regional Levies Article 141. Meanwhile, the procedure for collecting levies is determined in Article 160 of Law Number 28 of 2009, concerning Regional Taxes and Regional Levies concerning regional taxes and levies, which are in implementation. the collection using the Regional Retribution Determination Letter (SKRD) or other equivalent documents.

Table 2: Target and Realization of Receipts for Route Permit Fees in Pasuruan Regency

Year	Target	Realization	Percentage (%)
2015	17,932,000,-	15,480,000,-	86.33%
2016	14,452,000,-	14,700,000,-	101.72%
2017	14,452,000,-	10,140,000,-	74.73%
2018	12,532,000,-	11,520,000,-	91.92%
2019	12,532,000,-	7,860,000,-	62.72%

Source of data: revenue treasurer Dishub Kab. Pasuruan (processed)

Based on the data in Table 2, it can be seen that PAD revenue from the route permit retribution sector has not yet reached the predetermined target. The target for retribution from 2015 to 2019 has been lowered to suit the number of available fleets. Still, its

realization always does not reach the specified target, except for completing PAD revenue in 2016, which was fulfilled with a percentage of 101.72%.

The Department of Transportation is one of the regional apparatus organizations in Pasuruan Regency that contributes to the Regional Government receiving Regional Original Revenue (PAD), namely from the retribution sector. The areas of retribution that are under the authority of the Department of Transportation include a). parking fees; b). motor vehicle testing levies, and c). retribution for permits for public passenger transport routes. Of the three areas of discipline, the source of PAD revenue, whose realization is always less or does not meet the target even though the target has been lowered, is the retribution for permits for public (rural) passenger transport routes. Unlike the case with parking fees and motor vehicle testing fees.

The objectives to be obtained in this research include: analyzing the policy implementation of public passenger transport route permits based on Regional Regulation No. 17 of 2012 concerning Route Permit Fees in Pasuruan Regency. For describe and analyzes the encouraging and inhibiting factors in implementing policies related to public passenger transport route permits concerning Route Permit Fees in Pasuruan Regency. The benefits of this research are expected to provide help and uses that can be obtained. The benefits obtained from this research include: Academic contributions, namely this research, are expected to offer benefits to the development of knowledge related to the concepts and theories of public policy implementation and can be used as a reference in research in subsequent stages. It is also hoped that it can enrich the literature or reference literature on the implementation of public policies, in particular the policy for retribution for route permits as well as the procedure for discipline for tickets for public passenger transport routes issued by the Pasuruan Regency Government.

Valuable contribution, namely this research, is expected to be used as material for considerations in implementing a public policy so that the objectives of the public policy can be realized as expected and so that the results of this research can later be used as recommendations in overcoming problems that become obstacles for implementers. Namely, the Pasuruan Regency Transportation Service, to implement the regulations that have been made, primarily the retribution for public transport route permits in Pasuruan Regency.

LITERATURE REVIEW

Definition and Concept of Public Policy

Public policy, according to Manambe *et al.*, (2018), is "whatever government choose to do or not to do", which means whatever the government chooses to do or not to do. The same concept was also expressed by Edward III and Sharkansky in Joko Widodo (2021:12) that public policy is "what government says and do, or not to do; it is the goals or purpose of government programs". The government says and does

or does not do; the policy is a set of goals and objectives of government programs. In the public policy system, according to Manambe *et al.*, (2018), there are three elements, namely Public policy, Policy actors or implementers, and Policy environment. Based on the three elements above, we will see how the inputs, processes, outputs, and feedback from a policy are by what is needed by the community. So that we also need to think and pay attention to who has the authority to formulate, determine, implement and monitor and evaluate the performance of public policies to arrive at the target group.

Mabruwaru (2017) also states the elements contained in public policy, including, among others: 1) That the policy always has a goal or is oriented towards that goal, 2) The policy contains actions in the form of activity patterns by government officials, 3) The procedure is what the government does, not what it intends to do, 4) A favourable public policy is a government action regarding a particular problem and is a government official's decision not to do something or is negative, and 5) Favourable public policies are always based on specific laws and regulations and are coercive or authoritative.

Public Policy Process, as described above, is not just born suddenly, but public policy goes through a series of processes or stages that are pretty long. There are some differences of opinion among experts regarding the steps in the public policy process. Anderson (1979) states there are five steps in the policy process, namely: (a) agenda setting, (b) policy formulation, (c) policy adoption, (d) policy implementation, and (e) policy assessment/evaluation. The public policy process, according to Ripley (1985), is divided into four stages, namely: (a) agenda setting, (b) formulation and legitimating of goals and programs, (c) program implementation, performance and impact, (d) decision about the future of policy and programs.

Definition of Public Policy Implementation, as a policy expert from Africa once said, firmly stated that policy implementation is essential, perhaps even more critical than policy-making, because these policies will only be dreams or good plans stored neatly in the archives if they are not implemented. In a broad sense, implementation is often considered a form of carrying out activities that have been determined by the law and have become a mutual agreement between stakeholders or stakeholders, organizations (public or private), actors, procedures and techniques synergistically driven together. To work together to implement policies in specific desired directions.

According to Meleong, 2018, the definition of implementation is getting a job and getting it done. An elementary understanding, even with a simple formulation, does not mean that policy implementation becomes a process that can be carried out quickly. Jones

also revealed that implementation requires several conditions, namely the presence of people or implementers, money and organizational abilities or, in this case, resources.

Transport Concept

Transportation is a means to move people or goods from one place to another. The goal is to help a person or group of people reach the desired places or to assist activities in sending goods from one place to another. And the process can use a vehicle or without a car (transported by people). Public transportation is passenger transportation carried out through a rental or payment system, and what is included in the definition of public transportation is city transportation (buses, minibuses, etc.), trains, air transportation and water transportation.

The Regulation of the Minister of Transportation 15 of 2019 concerning the Implementation of Transportation of People with Public Motorized Vehicles in the Route Article 1 explains that transportation is an activity in moving people from one place to another by using vehicles in the road traffic room. And the public motorized vehicle is any motorized vehicle used for the transportation of goods and people for a fee. Meanwhile, the transportation of people using public motorized vehicles on routes is served by general passenger cars and public buses from one place to another. It has a fixed and regular origin-destination, way and time with a fee.

The primary purpose of the existence of passenger public transportation is to provide excellent and proper transportation services for the community. The measure of good service is cheap, fast and convenient service. Viewed from the perspective of traffic, the existence of public passenger transportation affects reducing the volume of traffic, especially the use of private vehicles; this is because public vehicles are mass transportation so that the transportation costs can be charged to passengers. The more passengers, the passenger costs can be reduced as low as possible.

RESEARCH METHODS

The research location is the object of research where the research is carried out. The place of study was determined by the researcher intentionally (*purposive*) to be used as a place to solve problems in the research subject. In this study, the location used to conduct research is the Pasuruan Regency Transportation Service Office at Jalan Raya Wonorejo KM.17 Pakijangan Village, Wonorejo District Pasuruan Regency.

An informant is someone who is asked for information related to the object under study and has a lot of information and data from the research conducted. According to ^[8], research informants provide information about the situations and conditions

that form the background of the investigation. In this study, the informants who were interviewed amounted to 5 (five) people consisting of: Head of Transportation, Head of Section for In-Route Transport, Civil Servant Investigator (PPNS), Staff at the In-Route Transport Section (retribution officer), Office Receipt Treasurer, Head of the Village Transport Association, and Village Transport Driver / Owner.

In this study, the data sources obtained were obtained from: Informant, The informants selected in this study were: the Head of the Transportation Division, Head of the In-Route Transport Section, staff at the Route In-Transport Section, Reception Treasurer, and Civil Servant Investigator (PPNS). Document, are in the form of data, records, archives and documents in the Pasuruan Regency Transportation Service and public transportation associations.

The analytical technique using qualitative data analysis is the process of describing all data from observations, in-depth interviews and documentation, reducing data to choose which ones are considered new, essential and exciting, categorizing or sorting data into shapes, colours, properties and types, constructing relationships between categories and find research themes. The analysis is also carried out to understand the meaning of an event, ensure the truth of the data, look for the causes of the emergence of an event, understand the process, and find hypotheses. Suggest that activities in analyzing qualitative data are carried out interactively and occur continuously until complete until the data is saturated. In this qualitative research, the author uses the data analysis model of Miles and Huberman. The reason is that in this model, the stages are explained from the beginning of data collection to concluding clearly and coherently.

RESEARCH METHODOLOGY

Pasuruan Regency is one of the districts in East Java Province with an area of 1,474,015 km² located between 112°33'55" to 113°05'37" east longitude and between 7°32'34" to 7°57'20" south latitude. The boundaries of the Pasuruan Regency are stipulated in the Regulation of the Minister of Home Affairs Number 47 of 2007 concerning the edges of the Pasuruan Regency and Pasuruan City, Probolinggo Regency, Malang Regency.

Pasuruan Regency has diverse characteristics, including mountainous, coastal, and lowland areas. The coastal area is an area of sea and coastal waters that stretch for ± 48 km from Nguling District to Bangil District, with a marine exploitation area reaching 112.5 square nautical miles and a sustainable ocean. Geological conditions in Pasuruan also vary and are grouped into three major groups: surface rocks, sedimentary rocks and volcanic rocks. Volcanic stones are divided into two groups: young quarter volcanoes (*young quarternary*) covering an area of 52.43% and

old quarter (old quaternary) covering an area of 34.95%.

DISCUSSION

The results of the research that has been done can be described as follows: Communication becomes the first variable in policy implementation. The means for disseminating information is called communication. Communication is an essential tool for implementing policy, not only for implementers but also crucial for policymakers or policymakers.

Effective implementation will occur when policymakers know what they will do. Knowledge of what will be done can work if communication goes well. For this reason, it is essential to have consistent and clear communication from top to bottom so that there are no different interpretations from the implementers. Every policy decision must be communicated to the personnel department appropriately, accurately, and consistently. The need for accuracy and policy information, information on mechanisms and rules in implementing policies are conveyed to the right people and can be accurately received by policy implementers (implementer).

Communication or transmission of information is needed so that decision-makers and implementers will be more consistent in implementing each policy that will be applied to the policy objectives or targets—*target groups*. Good communication distribution will be able to produce exemplary implementation as well. What often happens in the distribution of communication is a misunderstanding (miscommunication) because communication has gone through several levels of bureaucracy so that what is expected is distorted in the middle of the road. There are several indicators of communication factors that are the focus of this research, including:

Clarity of Policy Orders to Executors

Communication related to policy orders from policymakers to policy implementers (implementers) must be clear and not confusing (ambiguous). Because with the clarity of information in the policy order, the objectives can be achieved by the purposes of the policy. The route permit retribution policy issued by the Pasuruan Regency Government, namely the Pasuruan Regency Regulation Number 17 of 2012, contains the implementation of the collection of public passenger transport route permit fees. The retribution policy was made as a form of Law Number 28 of 2009 concerning Regional Taxes and Regional Levies.

The Regent of Pasuruan, as the head of government in the region, has the authority to make Regional Regulations and Implementing Regulations (Regent Regulations) and has the power to stipulate existing regulations. In making a policy, the Pasuruan Regent communicates in the form of coordination with

the Regional Secretary and several elements of the relevant regional apparatus organizations, namely the Legal Department, Organization Section, Regional Finance and Revenue Management Agency, as well as regional apparatus organizations that are directly related to the activities of public passenger transport route permits, namely the Dinas communication. The policy-making process is carried out in a series of stages, from planning, scheduling, and formulating to joint discussion before the Regional People's Representative Council (DPRD) of Pasuruan Regency for approval.

Then the policy order for the retribution for the approved public passenger transport route permit was delegated to the Department of Transportation as the implementing element. However, in the implementing regulations for the activity of collecting retribution for route permits, there are still unclear and unwritten provisions regarding the procedures for implementing levy collection, provisions regarding instalments for retribution payments if the discipline obligatory cannot pay on time or does not pay as well as methods for reductions, waivers and levy exemption.

In connection with the clarity of policy orders to policy implementers, the results of interviews with PLTs were obtained. Head of Transportation and Facilities, namely: "*...the policy order is clear, sis; the policy was made by the Pasuruan Regency Government and the DPRD. Department of Transportation as the executor. What is stated in the Regional Regulation Number 17 of 2012 is quite clear, both the object and subject of the levy, tariffs his retribution, the payment and even the sanctions given if there are violations in the field. Yes, for instalments, relief and retribution exemptions, it is not written in the Perda, but we always coordinate with our superiors regarding this matter. We also report the results of activities in the field to the Regent through the Head of Service...*" (Interview with Susetyo Dimas W, ST, MM on March 22 2022).

The same statement was also conveyed by the Head of In-Route Transport (Christanto, SE, MM) as follows: "*...if the order is apparent, Ms., the policy is made by the Pasuruan Regency Government and has been approved by the DPRD, we as implementers carry out the order. We apply the provisions in the Regional Regulations in the field...*" (interview with Christanto, SE, MM, March 22, 2022).

The clarity of the policy order has also been conveyed to subordinates who carry out retribution collection activities, as follows: *statement delivered by the executor (staff) as the Realization Manager of Regional Retribution Receipts (Samsul Arifin, SH), as follows: "...yes, the order is clear, I have carried out by the order, especially regarding the levy tariff, I have withdrawn the retribution for the extension of the route permit according to the tariffs in the regional*

regulation...". (interview with Samsul Arifin, SH, March 22, 2022).

Based on the results of these interviews, it can be concluded that there is a clear policy order from policymakers (*policymakers*) to policy implementers (*implementers*). However, some provisions have not been explained in writing in Regional Regulation No. 17 of 2012 or outlined in the form of a Regent's Regulation (Perbub) or technical instructions (juniors) by the Head of the Transportation Service. There is communication and coordination between relevant stakeholders in the Pasuruan Regency Government, in this case, the policymakers (Pasuruan Regent) and policy implementers (Transportation Office) as well as related regional apparatus organizations, including Organization Section, Legal Section and the Regional Finance and Revenue Management Agency (BPKPD) to achieve the policy goals as expected.

Intensity of Socialization

Socialization is an attempt to incorporate cultural values into individuals so that individuals become part of society. The socialization process is a lifelong education through an individual's understanding and acceptance of his role in a group. In connection with the implementation activities of the Pasuruan Regency Regulation Number 17 of 2012 concerning Route Permit Fees, so that the policy objectives and receipt of the levies can be achieved and are right on target, intensive socialization needs to be carried out because what are the provisions of the policies made can be conveyed and informed correctly and correctly. The results of the interview with the Head of In-Route Transport (Christanto, SE, MM) obtained the following information: "...we schedule the socialization twice a month, even the old officials before me also often conducted socialization to Angdes drivers and carried out coaching in the field, but yes, they were not obedient in paying the retribution..." (interview with Christanto, SE, MM dated March 22, 2022).

From the information given by the Head of Transportation on the Route, the researchers then linked it with data from one of the rural transportation drivers, namely Mr Wito; the following are the results of his interview: "...I have often participated in socialization and coaching by officers from Dishub, ma'am, socialization about managing route permits until their extensions, also about paying the retribution..." (interview with Pak Wito, March 24, 2022). The chairman also said the same thing association rural transportation in the Pandaan area as well as the owner of a rural transportation cooperative (Pak Lapi); the following is an interview with him: "...there has often been socialization here, ma'am, even to the point that an arisan is held for drivers, later the arisan can be used to arrange route permits and test drivers..." (interview with Mr Lapi, March 24, 2022).

Based on the results of interviews obtained from informants, it can be concluded that socialization regarding District Regulation Number 17 of 2012 has often been (intensely) carried out by the Department of Transportation for policy targets. The socialization carried out by the Department of Transportation was right on target, namely to village transportation drivers and even to stop at rural transportation associations. Although socialization and guidance by the Department of Transportation, especially in the field of transportation, have often been carried out, if the target of socialization, in this case, is village transportation drivers who are not obedient and obedient and do not carry out policy orders, the objectives of the policy will be challenging to realize.

Resources can be interpreted as the ability to fulfil or handle something, a source of supplies and support, and the means produced by the power. In implementing the policy, the authorities referred to include human resources, infrastructure and equipment resources, as well as budgetary resources for implementing implementation activities, including incentive funds. The resource indicators in this study are focused on:

Number and Education Level of Implementing HR

The level of education is an activity of a person in developing his abilities, attitudes and behaviour for life to come through specific or unorganized organizations, according to Lestari in Wirawan (2016: 3). In carrying out tasks, to achieve maximum results, it is necessary to have adequate human resources with the appropriate level of education by the competencies and expertise needed in the field. The results of interviews with PLT were obtained for implementing the policy implementation activities for rural transportation route permit retribution. Head of Transportation and Facilities, Susetyo Dimas Wardhana, ST, MM, stated: "...for the amount person we are still very lacking, the current personnel only perform administrative tasks for personnel who are not available in the field and we also still need personnel who have a linear level of education..." (interview with Susetyo Dimas Wardhana, ST, MM, dated March 22 2022)".

Almost the same statement to disclose by the Head of In-Route Transport (Christanto, SE, MM), as follows: "... our staff is very lacking, especially in this transportation section, the official before me had only one staff, when I took office in December 2020, I only had two staff, one ASN had an undergraduate education, and the other was still THL but already had an undergraduate degree. , even then, all services, one at the Public Service Graha (GPP) specifically for the SIUP service for goods transportation and one service behind it at the UPT Testing building, which handles route permits and recommendation services. Last month, I asked for an additional two staff members,

who happened to be all ASN, whose education was S2 and S1, the S2 I placed in the data processor, and the S1 helped me go to the field. For administrative staff, it is sufficient, but for technical staff, there is not yet, so the education must be linear..." (interview with Christanto, SE, MM, March 22, 2022).

From the results of interviews with PLT. It can be said that there is a shortage of staff in the Route In-Route Transport Section of the Transportation Section. The existing team is only sufficient to handle the service and administration section. At the same time, technical staff such as transportation analysts are still unavailable, the staff who assist the Section Head's duties to go to the field and even only one person. In fact, in achieving maximum results in permitting public passenger transport routes (rural transportation), an exemplary implementation of human resources are needed to carry out activities such as field surveys, assisting in outreach activities, and recording the number of rural transport fleets that are still active and operating as well as visiting the homes of vehicle owners or associations if there is a mandatory levy that has not paid the retribution for extending the route permit as we can see in the table, the number and level of education in the Route In-Transport Section from 2015 to 2022.

DISCUSSION

The following will present a discussion of the results of research on the policy of retribution for route permits in Pasuruan Regency as follows: Implementation of the Policy for Retribution for Public Passenger Transport Routes Permits based on the Pasuruan Regency Regulation Number 17 of 2012 concerning Route Permit Fees. Clarity of policy orders to implementers, according to George C. Edward III, one of the indicators in the communication factor is clarity (*clarity*) to policy orders. *Clarity on the size of a policy needs to be communicated. From the results of research on the policy of retribution for route permits, it is stated that there is a clear order to implement policies made by the Regent and has obtained approval from the DPRD as outlined in the Pasuruan Regency Regulation Number 17 of 2012 concerning Retribution for Route Permits.*

Clarity as conveyed by the policy implementer (*implementer*), according to the author, is not completely clear. After comparing with existing secondary data, there are still some policy orders that have not been explained clearly and in detail in the Pasuruan Regency Regulation Number 17 of 2012, while the provisions include: a). requirements regarding instalments and delays in payment of levies contained in article 18; b). billing procedure, in article 19; c) procedures for reducing, reducing and releasing levies, in article 20; d) and procedures for writing off levy receivables expired, in article 22. Before implementing policy activities, the policy implementers should carry

out a process of preparation for implementation. One preparation process is translating the policy into a plan and direction that can be accepted and implemented. There is an activity and stage before the procedure performance is carried out. According to Jones in Joko Widodo (2021:89), there are 3 (three) kinds of policy implementation activities, namely: organization (*organization*), interpretation (*interpretation*) and application (*application*).

Activities included in the indicators of clarity of policy orders to implementers are interpretation (*interpretation*). *Interpretation is a stage of elaborating an abstract policy into a more technical operational approach. In this case, the general or strategic policy will be translated into a managerial policy, and the administrative policy will be translated into an active technical policy. The forms of embodiment of the policy are:* a). general policies or strategic policies are realized in the form of Regional Regulations (Perda); b). managerial policies are recognized in the form of regional head decisions (Regulation of the Regent/Mayor); c). operational, technical policies are identified as guidelines for the head of the service/agency/office as the technical implementing elements of the regional government.

Based on the theoretical study that has been stated above, it can be conveyed that before the implementation of the policy, the policy implementer (*implementer*) must carry out interpretation activities, namely by making a policy from a general policy into a managerial policy as well as an operational, technical policy. In this way, the policy orders become clear, unambiguous and easy to understand because there are already basic policy rules, both general and managerial and technical operational policies, so that the policy can be implemented and implemented by the provisions and procedures that have been established as the policy that has been made.

Intensity of Socialization activities in policy implementation are also important. This is because policy interpretation activities are not just translating a policy that is still abstract into a more operational approach but exercises also follow it to communicate policies or what is commonly referred to as socialization so that the whole community of *stakeholders* who are the target of the procedure can know and understand what are the directions, goals and objectives of the implemented policy. In implementing the route permit retribution policy in Pasuruan Regency, the Department of Transportation, especially the In-Route Transport Section, has carried out intensive outreach activities to the policy targets, namely drivers and village transport owners, scheduled routinely 2 (two) times a month. This socialization activity includes coaching activities for drivers and village transportation owners (angdes) related to controlling route permits and paying retribution. The coaching activity is also filled

with creative ideas such as procuring regular social gatherings for drivers in a community which aims to help ease the burden on drivers in paying the retribution for extending village transportation route permits.

However, despite regular socialization, the owners/drivers of village transportation are still disobedient in paying the extension of the route permit retribution, failing to achieve the annual target of the route permit retribution at the Pasuruan Regency Transportation Service. This means the intensity of socialization will have no effect if the policy target does not comply with and obey the policy rules that have been made by policymakers. *Policy-makers*). This, of course, will impact the policy implementation's failure. There are 5 (five) factors that cause community members to disobey the rules of a public policy, including: a). there is a concept of selective non-compliance with the law, namely where there are several laws and regulations or public policies that are less binding on individuals; b). because members of the community who are in a group/association have an idea or thought that is not by or contrary to legal regulations and the wishes of the government; c) there is a desire to make quick profits, including members of the public who tend to act by deceiving or violating the law; d) the existence of legal uncertainty or unclear policy measures that may conflict with each other, which is the source of people's non-compliance with laws or public policies; and e) if a policy is sharply opposed to the value system adopted by the wider community or specific societal groups.

Number and Level of Implementing HR from the results of research related to the number and level of human resources, it is stated that the implementing human resources, in this case, the employees and staff who are in charge of the route permit retribution activities in Pasuruan Regency are very few and very few, especially in the Transportation Section in the Route. The number of existing staff is only sufficient as administrative and service officers. Meanwhile, staff in charge of conducting surveys and technical staff such as land transportation analysts are still unavailable. For the average level of education in the Route In-Transport Section, they have taken undergraduate education (S-1). Except for the 2015-2019 period, structural officials at the Land Transport Section (old SOTK) only educated up to the high school level.

No matter how clear and consistent the rules and regulations are and however accurate the delivery of these provisions and rules is, if the policy implementers who are responsible for implementing the policy lack the resources to do their job effectively, then the implementation of the policy will not work. Effective". Furthermore, he also said, "*Probably the essential resources in implementing policy is staff*", which means that human resources, in this case, are staff must be sufficient in number and have competent

expertise. Thus, the effectiveness of policy implementation is highly dependent on human resources (apparatus) who are responsible for implementing the policy. Even though the procedure is straightforward and has been suitably transformed, if human resources are limited both in quantity and quality/skills, of course, the implementation of the policy cannot proceed as expected.

Provision of Facilities for Levy Collection Activities Based on the results of interviews as stated in the study, the provision of infrastructure facilities for retribution collection activities has been fulfilled, such as office buildings, desks and chairs, air conditioning, CCTV and office stationery such as paper, and ballpoints, surveillance cards and others. However, the facilities that are not yet available are services that make it easier for policy implementers and are required to levy fees for conducting route permit retribution activities, namely online facilities in the form of applications for general (rural) passenger transport business permits and payment of the extension of the levy. In addition to human resources, other resources that influence the success and failure of policy implementation are facilities and infrastructure resources (equipment). The limited facilities and infrastructure used in policy implementation activities and incredibly outdated equipment, especially information technology, will undoubtedly impact the difficulty of obtaining accurate, precise and reliable information, which can be detrimental to the implementation of activities. Therefore, the provision of facilities and infrastructure also influences the success of policy implementation because the limited facilities and infrastructure will not encourage the motivation of the implementers. *implementer*) in implementing policy implementation.

The attitude of the implementer towards the Route Permit Retribution Policy the implementers as the results of the research carried out can be conveyed that the Department of Transportation, especially the Transportation and Facilities Sector, fully supports the policy of retribution for permits for public (rural) passenger transport routes, both old officials (Kasi Land Transportation) and new officials. However, this support was not matched by rapid follow-up on complaints from village transport drivers regarding the lack of passengers, which resulted in not achieving the route permit retribution target in Pasuruan Regency. If policy implementation is to succeed effectively and efficiently, policy implementers (*implementers*) not only know what to do and the ability to implement the policy but also must have the will to implement the policy. In this case, the willingness not only enforces policies but must be balanced with the desire to solve problems that become obstacles to achieving successful policy implementation.

Review problems that occur by monitoring and supervision activities that aim to find the issues and irregularities that arise. In retribution for route permits in Pasuruan Regency, village transport drivers complained about the lack of passengers so that the income generated was not enough for deposit money and daily needs, let alone paying the retribution, which they felt was quite burdensome for them. In this case, the policy implementer (*implementer*) is the Transportation and Facilities Sector at the Department of Transportation, which should follow up on these complaints by conducting an implementation evaluation stage, especially about retribution rates of the Pasuruan Regency Regulation No. 17 of 2012. On a practical level, implementation is the process of implementing decisions. The process consists of several stages, which include: a). implementation planning, b). implementation operational activities, c).and evaluation of the implementation.

The last stage in the implementation of policy implementation is evaluation. The implementation evaluation stage is an activation process to evaluate the implementation plan by measuring, assessing and comparing the performance with the implementation plan, which includes time, costs (budget and levy targets), implementation and others. In addition to the evaluation stage, policy implementers should intervene in complaints from the policy targets, namely by monitoring and supervision activities that aim to control the implementation of a move so that it does not deviate from the predetermined plan. There are 3 (three) kinds of powers given to policy implementers, including: a). *Technical discretion*, namely a technical concession to provide an opportunity for policy implementers to change methods/techniques to suit the situation and conditions. b). *Discretion in social planning, namely by making plans by the conditions.* c). *Discretion in reconciliation of interest is a settlement by existing interests.*

Based on this concept, the policy implementers (*implementer*) has the authority to plan and develop new programs or plans so that policy implementation activities can run well by the mutually expected plan. As stated by Grindle in, "implementation is that set of activities directed toward putting out a program into effect, " meaning implementation is a series of activities directed at realizing programs.

Implementing Action Against Levies Violations to the results of interviews with informants who have conveyed the results of the research that the actions for violations of the retribution for permits for public (rural) passenger transport routes are in the form of administrative sanctions and criminal sanctions. The administrative sanction is no longer applied by the Pasuruan Regency Transportation Service after 2015 until now for the late payment of the route permit retribution. Meanwhile, criminal sanctions have been

enforced since 2012 until now, by the provisions of the Pasuruan Regency Regulation number 17 of 2012 article 26.

From the results of the study, it can be concluded that there is no firmness from the Department of Transportation, especially those related to administrative sanctions as contained in the Pasuruan Regency Regulation Number 17 of 2012 Article 25 paragraph (1) which reads "obligatory retribution that does not pay on time or less. paying interest is subject to 2% interest every month from the levy owed which is not or underpaid and is billed using STRD". Concepts and views of experts on public policy that public policy or *public policy* is a set rule and must be obeyed. Anyone who violates will get a warning by the weight of the violation committed and the sanctions imposed on the community by the institution authorized to provide these sanctions. So, this policy can be said to be a law, which must be understood entirely and correctly. Because when an issue involving common interests is deemed necessary to be regulated, the formulation of the problem becomes a policy that must be made/compiled and implemented and agreed upon by the authorized officials. Of course, the implementer of the policy (*implementer*) must be firm in giving sanctions to policy targets that violate the provisions of the policy rules that have been made.

Organizational Structure and Division of Tasks of tasks are two things that affect policy implementation. According to George C. Edward III (1980), even though the resources to implement the policy are available, or the policy implementers understand and know what must be done and have the desire to carry out a policy, it is possible that the policy cannot be adequately implemented because of weaknesses in the implementation of the policy. Bureaucratic structure. For this reason, an organizational structure must be formed because such a complex policy will require the cooperation of many people. When the organizational structure is not conducive, it will cause resources to be ineffective and can hinder the implementation of policies.

In this study, data were obtained which stated that the organizational structure of the Pasuruan Regency Transportation Service had been formed and complexly structured, namely Pasuruan Regent Regulation Number 155 of 2021 concerning Position, Organizational Structure, Duties and Functions and Work Procedures of the Pasuruan Regency Transportation Service. Which one in regional regulation number 155 of 2021 has been written in detail and in full regarding the division of tasks and functions of each field. And the division of tasks for each staff is also by the name of the position and the SK of the office class as arranged in the job analysis document (Anjab).

Cooperation with Related Stakeholders in the Implementation of Route Permit Retribution Activities as policy implementation may still be ineffective because of the inefficiency of the bureaucratic structure. In addition to the division of tasks and authorities, the organizational structure also includes the relationship between units within the organization concerned and relations with outside organizations. Based on the research, it is obtained data that there is a relationship between the fields in the Pasuruan Regency Transportation Service, both areas that are in one organization or within one organization. *Stakeholders outside the organization*. The bureaucratic structure includes the dimensions of fragmentation and standard operating procedures (*standard operating procedure*), which can facilitate the actions of policy implementers in carrying out their duties. *Implementing organizations that are fragmented (fragmentation) will be a distortion in the implementation of policies. To successfully implement complex procedures, it is necessary to have good Cooperation with many people. Therefore, a fragmented organization (fragmented) can hinder the coordination needed to implement a policy. For this reason, policy implementers must understand that implementation is an effort to create a system that is planned to be able to operate technically.*

The driving factors for the implementation of the Policy for Licensing Retribution for Public Passenger Transport Routes based on the Pasuruan Regency Regulation Number 17 of 2012 include: Internal factors, according to the KBBI, impetus means to urge or force to do something, while internal means to come from within the organization. From the results of the research conducted, it is stated that the policy push for Route permits retribution is made as a form of implementation of Law No. 22 of 2009 concerning Road Traffic and Transportation Article 138 and Article 139, which states that Regional Governments are obliged to organize, provide and regulate transportation equipment for people, namely public transportation that is safe, secure, comfortable and affordable. This is in line with the theory of *top-down or command and control that policies are centralized, starting from actors at the central level. Decisions are taken at the central level.*

In addition, another internal driving factor is inter-village transportation connectivity which is the leading performance indicator (IKU) of the Head of the Pasuruan Regency Transportation Service and is also one of the supporting factors for the vision and mission of the Pasuruan Regent, namely increasing the number of areas connected to safe public transportation facilities. External Factors driving factor in this study states that the policy for retribution for permits for public passenger transport routes can be carried out because of the support from the *related public stakeholders, both those in something organization and outside the organization*. In addition, there is

Cooperation and coordination with village transportation owners and village transportation associations willing to facilitate the Department of Transportation in coaching activities for drivers and village transportation owners, which are carried out regularly.

In hibiting Factors in the Implementation of the Policy for Licensing Retribution for Public Passenger Transport Routes based on the Pasuruan Regency Regulation Number 17 of 2012 include: Internal Factor based on the results of the data obtained from the activities *focus group discussion* (FGD), the internal inhibiting factor for the implementation of the route permit retribution policy is the follow-up process by the Transportation and Facilities Sector as the implementer of the procedure (implementer) in overcoming the problems/problems that occur as the complaints submitted by the owners and drivers of village transportation so that impact on not achieving the target retribution route each year. And the slow process of collecting data on the number of village transport fleets that are still active and inactive is caused by the limited number of implementing human resources in the In-Route Transport Section.

External Factor from the result *focus group discussion* (FGD), it was found that there were external factors that hindered the implementation of the policy on retribution for permits for public passenger transport routes (angdes), including: 1). the condition of rural transportation is empty of passengers, causing a minimum daily income for the drivers and resulting in insufficient deposit money. 2). The economic condition of the people is increasing, and they can buy private vehicles such as motorbikes and private cars. 3). the existence of online motorcycle taxis such as Gojek and Grab, which are increasingly widespread in the Pasuruan Regency area, and the absence of online motorcycle taxi route restrictions because there are no regulations governing this.

CONCLUSIONS

Based on the results of the data presentation and discussion of research results regarding the retribution for permits for public passenger transport routes, the conclusions that can be drawn in this study are as follows: Implementation of the Policy for Retribution for Public Passenger Transport Routes Permits based on the Pasuruan Regency Regulation Number 17 of 2012 concerning Route Permit Fees, which include the following factors: Communication, 1). There is clarity (*clarity*) on policy orders from *policymakers (policymakers) to policy implementers (implementers)* in the form of policies that are strategic (general), but this clarity has not been realized in managerial policies, namely in the form of Regent Regulations (Perbub) or operational, technical guidelines such as policies of the Head of Service and Standards *Operational Procedure*. 2). socialization and

coaching activities for drivers/owners of village transportation (angdes) have often been carried out by the Pasuruan Regency Transportation Service. However, non-compliance with the policy targets against the policy rules, namely paying retribution, is an obstacle to achieving the retribution target for public passenger transport routes in Pasuruan Regency.

The support of human resources (personnel) is limited both in number and quality in the Transportation Section in the Route in the Transportation Sector so that it affects the successful implementation of the policy for retribution for permits for public passenger transport routes in Pasuruan Regency. There is support for physical infrastructure resources that are sufficient for the activity of retribution for route permits at the Transportation Service of Pasuruan Regency. However, this support is still not equipped with service facilities in the form of online applications (software) which facilitate the service of route permits and the payment of retribution.

There is a response and support from policy implementers to carry out retribution activities for permits for public passenger transport routes. Still, this support is not balanced with rapid follow-up to review the provisions of Regional Regulation No. 17 of 2012, especially concerning levy rates to be adjusted to existing conditions. The Pasuruan Regency Transportation Service has implemented criminal sanctions for violations for village transport owners/drivers who do not pay the retribution for extending route permits. Still, administrative sanctions have not been fully implemented as stipulated in the Pasuruan Regency Regulation Number 17 of 2012.

The organizational structure of the Regency Transportation Service is very complex and straightforward along with the division of tasks and functions, namely Regent Regulation Number 155 of 2021 concerning Position, Organizational Structure, Duties and Functions and Work Procedure of Pasuruan Regency Transportation Service. Cooperation exists with fields within the same organization or organization *stakeholders* outside the organization that supports implementing the policy for retribution for permits for public passenger transport routes.

The driving factors for the implementation of the Policy for Licensing Retribution for Public Passenger Transport Routes based on the Pasuruan Regency Regulation Number 17 of 2012 include: Internal Factor, The route permit retribution policy is a form of the Pasuruan Regency Government's implementation of Law No. 22 of 2009 concerning Road Traffic and Transportation as well as the connectivity of areas served by public transportation, which are the leading performance indicators (IKU) of the Head of the Pasuruan Regency Transportation Service and become one of the factors supporting the

vision and mission of the Regent of Pasuruan. External Factors, there is support from the *related stakeholders both within and outside the organization, as well as communication and coordination between policy implementers (implementers)* with policy targets who are members of the village transportation association in the Pasuruan Regency area.

Inhibiting Factors in the Implementation of the Policy for Licensing Retribution for Public Passenger Transport Routes based on the Pasuruan Regency Regulation Number 17 of 2012 include: Internal Factor, the inhibiting factor from an internal perspective lies in the slow follow-up process of monitoring results by the Pasuruan Regency Transportation Service, especially the Transportation and Facilities Sector, in overcoming problems such as not achieving the retribution target for the extension of the village transport route permit where the targets and achievements are decreasing every year. As well as the slow process of collecting data on the number of village transportation fleets that are still active or no longer active is due to the limited number of implementing human resources in the Route In-Transport Section to conduct field surveys.

External Factor, inhibiting factors from an external perspective are caused by: 1). The lack of village transportation passengers is the reason for the lack of daily income for village transportation drivers.

2). The increasing economic conditions of the people and becoming more prosperous so that they can buy private vehicles. 3). Online motorcycle taxis provide convenience in public transportation services, which are increasingly widespread in Pasuruan Regency, and there are no route restrictions because no regulations regulate this. Based on the conclusions above, the suggestions that the author can convey here can later become hopes for improvement in the implementation of the policy implementation activities for the retribution for public passenger transport route permits in Pasuruan Regency based on Pasuruan Regency Regulation Number 17 of 2012 concerning Route Permit Fees, as for suggestions meant, among others.

It is necessary to monitor and evaluate the implementation of policies, especially those concerning retribution rates; article 9 of the Regional Regulation of Pasuruan Regency number 17 of 2012 to be adjusted to current conditions, and the clarity of these general policies is manifested in the form of managerial procedures and operational, technical guidelines, so that policy implementation activities are carried out. Can run consistently, effectively and efficiently. Planning new programs in the field of transportation outlined in the APBD budget aims to make it easier for village transport drivers to get passengers so that the income of village transport drivers can increase and provide a sense of security and comfort for passengers. Policy implementers are given increased knowledge through

education and training (education and training) and technical guidance (bimtek), especially those related to improving human resources in the transportation sector. Completing service facilities for route permits and retribution for extending route permits through online applications makes it easier for policy targets to manage route permits and pay penalties. Supervise and collect data on village transportation that is still active and operating regularly and continues to improve guidance to owners/drivers of village transportation on a regular and sustainable basis.

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