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# Implementation of Policies in Supervision of Public Transport Route Permits at the Manado City Transportation Service

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**Annotation:** Public policy includes government decisions in almost every aspect of human life. This is manifested in every decision making in conflict resolution, providing assistance, community welfare, finance, levies, law, and so on. Policies exist so that the service tasks provided are more directed and have clear rules and objectives. The method used in this research is a qualitative approach. The research was carried out at the Manado City Transportation Office in 2022. Qualitative research was conducted under natural conditions, (as opposed to an experiment), directly to the data source and the researcher was the key instrument. Qualitative research is more descriptive in nature, emphasizing the process rather than the product or outcome. Conduct inductive data analysis and emphasize meaning (the data behind the observed). The results showed that direct supervision. Direct supervision is carried out by the Manado City Transportation Service, which is carried out in collaboration with the police in conducting raids on the highway. The vehicles caught in the raid were given a ticket and then followed up in court to decide on sanctions in accordance with the violations committed. Indirect supervision. Indirect supervision by the Manado City Transportation Service is carried out by collecting data on public transportation operating in Manado City. In addition, the Department of Transportation conducts evaluations and reports which are carried out every month as a form of accountability for the tasks carried out. The results showed that direct supervision. Direct supervision is carried out by the Manado City Transportation Service, which is carried out in collaboration with the police in conducting raids on the highway. The vehicles caught in the raid were given a ticket and then followed up in court to decide on sanctions in accordance with the violations committed. Indirect supervision. Indirect supervision by the Manado City Transportation Service is carried out by collecting data on public transportation operating in Manado City.

**Keywords:** Policy Implementation, Permit Supervision, Manado city.

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## INTRODUCTION

Transportation is the lifeblood of national development to facilitate the flow of people, goods, and information to support the achievement of optimal allocation of economic resources. According to Tamin (1997:9) transportation is a system consisting of infrastructure/facilities and service systems that allow movement throughout the region so that it accommodates population mobility, allows movement of goods, and allows access to all areas. For this reason, transportation services must be available fairly evenly and reach people's purchasing power, where the transportation that is widely used by people in Indonesia is land transportation.

Land transportation problems do not only occur in the city of Manado, but also occur in Indonesia in general. The increasing population, which is also accompanied by an increase in people's purchasing power for motorized vehicles, both 2-wheeled and 4-wheeled vehicles, has further narrowed the available road infrastructure, plus land for road expansion is also decreasing. The selection of an inappropriate transportation system for urban areas can result

in problems for the community and the environment. The development of technology in the field of transportation can demand the development of land transportation infrastructure in the form of a road network. The land transportation system that is developing faster demands changes in the road network arrangement that can accommodate the growing traffic needs.

According to Miro (2005) "public transportation is a mode of transportation that is intended for common (people), common interests, receives shared services, has the same direction and point of interest, and is bound by pre-determined route regulations and predetermined schedules. travelers must adapt to these provisions once they have chosen this public transportation." In terms of the implementation of public transportation, the government develops a system that is useful for making policies related to transportation procurement ranging from technical, as well as sociological, such as land acquisition, spatial planning, capital, and so on. To build a sustainable public transportation system, it is necessary to revitalize all aspects related to public transportation.

The granting of permits to business entities/companies that will provide services for the operation of people's transportation using public motorized vehicles, as a means of transportation whose role is to support community mobility in economic development, development of science and technology, and regional autonomy. Therefore, the granting of operating permits or public transportation routes to providers of transportation services is basically to carry out strict supervision and control in order to ensure the availability of safe, comfortable and smooth road transportation for users of this mode of transportation so that public transportation operators do not only focus on finding mere economic advantage.

At the Manado City Transportation Service, it is known that the process of granting permits is stipulated through the Manado City Regional Regulation No. 5 of 2011 concerning Route Licensing, article 44 states that the levy period is a certain period of time which is the time limit for the levy required to take advantage of the Route Permit from the Manado City Government, namely with the intention of the levy period being given to individuals or entities that provide services. public transportation within a certain period of time to take advantage of the route permit from the Manado City Government.

Based on the background of the problems that have been stated above, it can be formulated the problem to be studied in this study, namely "How is the implementation of policies in monitoring public transport route permits at the Manado City Transportation Service?" The objectives to be achieved in this study are "to describe the implementation of policies in supervising the granting of public transport route permits at the Manado City Transportation Service." This opinion implies that the policy is an action step that is intentionally carried out by an actor or a number of actors. relating to the existence of certain problems or problems encountered. Ermaya (1993: 192) also stated that the policy consists of 4 aspects: Policies that are applied subjectively which in their operations are: 1) An outline of provisions; 2) Which are guidelines, guidelines, guidance to reach an understanding in the intent/method/means; 3) For every business and activity of a group of people who are organized; 4) So that there is a dynamic movement of actions that are integrated, in line and in rhythm in achieving certain goals. Policy in this sense is related to someone who has authority who is smart and proficient in managing the power he has. In implementing policies, leadership and ways of acting in organizational management which are accompanied by efforts to realize the ideals, vision, mission, goals and principles are important elements.

Public policy includes government decisions in almost every aspect of human life. This is manifested in every decision making in conflict resolution, providing assistance, community welfare, finance, levies, law, and so on. Policies exist so that the service tasks provided are more directed and have clear rules and objectives. According to Thomas R. Dye in Nawawi

(2009: 8) that public policy is whatever the government chooses to do or not to do, while according to Anderson in Winarno (2004:16) says public policy is a direction of action that has a goal set by a person, actor or a number of actors in overcoming a problem or problem.

Understanding public policy according to Santoso (1988: 5) is a series of decisions made by the government to achieve a certain goal. This policy is finally called government policy as defined by Suradinata (1993:19) as follows: State/government policy is a policy developed by government agencies or institutions and officials. State policy in its implementation includes several aspects, guided by applicable regulations, oriented to the public interest and the future, as well as the best problem solving strategy. Meanwhile, according to Nugroho (2012) defines public policy as a decision made by the state, especially the government, as a strategy to realize the goals of the country concerned.

## 2.2. Public Policy Implementation

After a policy is formulated, the next step is of course implementing the policy. Regarding policy implementation, Nugroho (2008: 501) states: "The plan is 20% success, implementation is the remaining 60%, the remaining 20% is how we control implementation".

Policy implementation is the most difficult thing, because here problems that are sometimes not found in the concept, arise in the field. In addition, the main threat, is the consistency of implementation. Seeing that implementation is a task that consumes the most resources, the task of policy implementation also deserves more attention.

Sometimes in the practice of the public policy process, there is a view that implementation will run automatically after successful policy formulation. Nugroho (2008: 484) states that implementation myopia that often occurs in Indonesia is one of them "So far, we assume that once a policy has been made, the implementation will run automatically". Sometimes most of the resources are spent on planning when it is the policy implementation stage that should consume the most resources, not the other way around.

Policy implementation in principle and can simply be interpreted as a way so that a policy that has been formulated can achieve its goals. To implement public policy, there are two options, namely direct implementation in the form of a program or through the formulation of derivative policies or derivatives of these public policies. The series of policy implementations can be clearly observed, starting from strategy, to programs and to activities. The model adapts the mechanism in management, especially public sector management. Policies are derived in the form of strategies which are then reduced to programs, and finally manifest in activities, whether carried out by the government, the community and the private sector, as well as the cooperation of the three.

Van Meter and Van Horn (in Budi Winarno, 2008: 146-147) define the implementation of public policies as actions in previous decisions. These actions include efforts to turn decisions into operational actions within a certain period of time as well as in the context of continuing efforts to achieve large and small changes determined by policy decisions made by public organizations that are directed to achieve the goals that have been set.

The meaning of implementation according to Daniel A. Mazmanian and Paul Sabatier (1979) as quoted in the book Solihin Abdul Wahab (2008: 65), says that: Implementation is understanding what actually happens after a program is declared valid or formulated is the focus of attention on policy implementation, namely events and activities that arise after the ratification of state policy guidelines which include both efforts to administer them and to cause real consequences/impacts on society or events.

From the various understandings above, it can be interpreted that the implementation of public policy is an action or method taken by the government based on a policy that contains the goals and objectives set or identified by policy decisions that have been mutually agreed upon so that it will get a result that is in accordance with goals and objectives.

Policy implementation/implementation is an activity that is carried out after the adoption of a policy to achieve the objectives of the policy. However, the reality is that the implementation of the Waste Retribution Policy carried out by the Manado City Environment Service, in this case the Regional Regulation no. 3 of 2018 regarding service fees has not been maximized because it is constrained by several problems so that the objectives of the policy have not been achieved.

**2.2.1. Policy Implementation Model**

The policy implementation model is used as a guide in research to find and propose relationships between concepts used to observe social phenomena (Wahab 2012:154). Below are various types of public policy models according to experts:

**a. Van Meter and Van Horn models**

According to Van Meter and Van Horn there are several things that can affect the success of an implementation called A Model of The Policy Implementation, (Meter and Van Horn, 1975:462-478). that is:

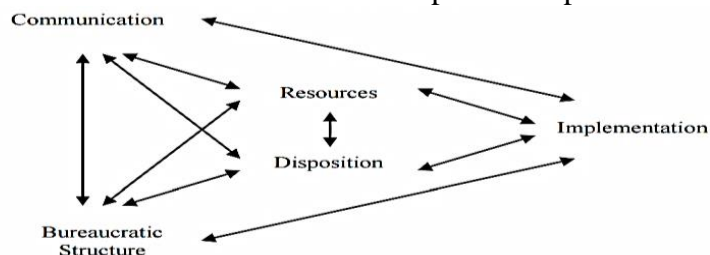
1. Policy Size and Objectives;
2. Policy resources;
3. Characteristics of implementing agents;
4. Implementing disposition;
5. Communication between organizations related to implementation activities;
6. Economic, social and political conditions.

This process is an appearance of a policy which is basically carried out to achieve high performance of public policy implementation, which takes place in the relationship of various variables. This model assumes that policy implementation runs in a linear fashion from the available political decisions, implementers, and performance of public policies.

**b. Edward III models**

Furthermore, the implementation model proposed by George C. Edward III is called the Direct and Indirect Impact of Implementation. (Edward III, 1980:16-20) In the approach theorized by George C. Edward III, there are four variables that greatly determine the success of a policy, namely: 1. Communication; 2. Resources; 3. Disposition; and 4. Bureaucratic Structure.

Figure 2.1. Model Direct and Indirect Impact of Implementation



Source: Edward III, 1980

- a) Communication. According to Edward III, communication will determine the success of achieving the goals of implementing public policy. Implementation that will occur if the decision makers (decision makers) Communication Bureaucratic Structure Disposition of Implementation Resources already know what they are going to do. Knowledge of what they are going to do can only work when communication goes well, so every policy decision and implementing regulation must be transmitted or communicated to the appropriate personnel department. In addition, the policies communicated must be precise, accurate and consistent. Communication or information transmission is needed so that decision makers and implementers are more consistent in implementing every policy that will be implemented in society.
  - b) Resource. Resources are another important thing in implementing the policy well. The indicators used to see the extent to which resources can run well and neatly, namely staff, information, authority and facilities.
  - c) The disposition or attitude of policy implementers is the third important factor in the approach to implementing a policy. If the implementation of a policy is to be effective, then policy implementers must not only know what to do but also have the ability to implement it, so that in practice it does not become biased. Important things that need to be observed on the disposition variable are the appointment of bureaucrats and incentives.
  - d) Bureaucratic structure. Even though the resources for implementing a policy are available, or policy implementers know what to do and have the desire to implement a policy, the possibility that the policy cannot be implemented or realized still exists because of weaknesses in the bureaucratic structure. Such a complex policy requires the cooperation of many people, when the bureaucratic structure is not conducive to the available policies, this will lead to sources.
- c. Grindle Model

### 2.2.2. Policy Implementation Factors and Variables

As previously explained, policy implementation is carried out as an effort to achieve policy objectives. In its achievement, there are various factors that can determine the implementation of a policy in order to achieve the policy objectives that have been formulated previously. Policy implementation relates to the extent to which what has been done has achieved the expected policy objectives. Riant Nugroho (2012: 707-710) suggests that there are five "right" ones that determine policy implementation.

- a. Appropriate policy, the accuracy of the policy is assessed from the extent to which the existing policies contain things that actually solve the problem to be solved. Has the policy been formulated according to the character of the problem to be solved? Is the policy made by an institution that has the authority (institutional mission) in accordance with the character of the policy.
- b. Exactly the implementation, there are three institutions that can become implementers, namely the government, cooperation between government and the public/private sector, or the implementation of policies that are monopoly.
- c. Right on target, whether the intervention target is as planned, does not overlap or conflict with other policy interventions. whether the target is in a condition ready to intervene or not. And whether the policy implementation intervention is new or updating the previous policy implementation.
- d. Appropriate environment, the environment in this case is divided into the internal policy environment related to the interaction between policy makers and policy implementers

with other related institutions. And the external policy environment related to public perception of policy and policy implementation.

- e. Exactly the process, consists of three processes. Namely Policy Acceptance, the public understands policy as a rule and the government understands it as a task that must be carried out. Policy adoption, the public accepts the policy as a rule and the government accepts it as a task that must be carried out. Strategic Readiness, the public is ready to implement or be part of the policy, and bureaucrats are ready to be the implementer of the policy.

## **2.3. Public service**

### **2.3.1. Definition of Public Service**

According to article 1 paragraph (1) of Law No. 5 of 2009 concerning Public Servants, "public services are activities or series of activities in the context of fulfilling service needs in accordance with statutory regulations for every citizen and resident of goods, services, and/or administrative services provided by public service providers.

According to Wasistiono (Muwafik, 2010:24), "public service is the provision of services provided by government organizations to the public with or without payment to meet the needs and interests of the community."

### **2.3.2. Elements of Public Service**

In providing public services, it must contain the following elements (Bharata, 2004:11):

1. Service providers, namely parties who can provide certain services to consumers, either in the form of services in the form of providing goods or services.
2. Service recipients, namely those who are referred to as consumers who receive various services from service providers.
3. Types of services, namely services that can be provided by Service providers to parties who need services.
4. Customer satisfaction, this is very important because the level of satisfaction obtained by customers is usually closely related to the quality standards of the goods or services they enjoy.

There are four elements of public service from the quote above, namely service providers, service recipients, types of services, and customer satisfaction.

### **2.3.3. Principles of Public Service**

Moenir (2002:40) states that as a party who wants to get good and satisfying service, the form of service that is coveted by the community is;

1. There is convenience in managing interests with fast service in the sense that there are no obstacles that are sometimes made up.
2. Obtaining services fairly without grumbling, satire, other words like that that lead to a request for something, either for reasons of service or reasons for welfare.
3. Get the same treatment in the service of the same interests, orderly, and indiscriminately.
4. Get honest and frank service, meaning that if there are obstacles due to an unavoidable problem, they should be notified, so that people do not wait for something uncertain.

The Ministry of State Apparatus Empowerment has issued basic principles as the basis for guiding in the formulation of management and implementation of public service activities, namely simplicity, clarity/certainty, security, openness, efficiency, economy, equitable justice, and punctuality.

#### **2.4. Public Transport Route Permit**

In short, the definition of a public transport route permit is a permit granted by the regional government to a company or public transport business actor to carry out transportation service activities with motorized vehicles on a predetermined route. The definition of a public transportation route is a public transportation route that has a fixed origin and destination of travel.

Every public transportation company is required to have a public transportation business license and a route permit with the aim that the company or public transportation business actor has legal certainty and has clear route trajectories to prevent overlapping of route trajectories with other public transportation companies. Research conducted by Pandey (2016) entitled "The Importance of a Master Plan in the Construction Process of a Road Transport Terminal (Case Study: Master Plan of Ulu terminal in Sitaro Islands Regency)". The purpose of this research is to describe how important the master plan is in the process of building the Ulu terminal in the Sitaro Islands Regency. Data analysis is carried out by site analysis of terminal locations, analysis of traffic estimation as terminal demand, node analysis and terminal needs, terminal design analysis, terminal management analysis and terminal construction impact analysis. The results showed that the plan for the construction of the Ulu Siau terminal was in accordance with the RTRW of the Siau Islands Regency, Tagulandang Biaro, 2011-2031. The Master Plan was built with the architectural beauty in mind. Ease of movement of vehicles inside and outside the terminal by paying attention to environmental sustainability around the terminal location.

Research conducted by Rino Antoni 2018 entitled "Supervision of Public Transport Route Permits in Kuantan Singingi Regency in 2016" with the aim of In accordance with the formulation of the problem above, the objectives of this study are as follows: To determine the supervision of public transport route permits in Kuantan Singingi Regency in 2016 .

#### **RESEARCH METHODS**

The method used in this research is a qualitative approach. Bogdan and Biklen (Sugiono 2009:13-14) suggest that qualitative research is carried out in natural conditions, (as opposed to an experiment), directly to the data source and the researcher is the key instrument. Qualitative research is more descriptive in nature, emphasizing the process rather than the product or outcome. Conduct inductive data analysis and emphasize meaning (data behind the observed)

The reason for using a qualitative approach is because qualitative research is carried out in natural conditions and also places more emphasis on the process of finding meaning, revealing meaning, behind the phenomena that arise in research, with the aim that the problems to be studied are more in-depth, and as they are and without much interference. the hands of the researcher to the facts that emerge. A type of research by taking into account the suitability of the object of study or in other words in research, it is necessary to have a type of research that is in accordance with the subject matter and research objectives with the aim of obtaining data relevant to the research problem.

Researchers have conducted research for 2 (two) months. Starting from the issuance of a research survey permit from the head of the Master of State Administration study program and at any time it can change because according to Susan Stainback (Sugiono 2006:28) there

is no easy way to determine how long qualitative research will take. In general, research is carried out on an annual basis. But the length of the research will depend on the existence of data sources, interests and research objectives. In addition, it will also depend on the scope of the research, and how the researcher manages the time used in each day or every week.

In qualitative research, data analysis is carried out from the beginning and throughout the research process. In this study, qualitative data analysis was used (Miles and Huberman in Sugiono, 2012) with the following procedures, data reduction, data presentation, drawing conclusions or verification:

1. Data reduction

The data obtained at the research site (field data) are stated in a complete and detailed description or report. Field reports will be reduced, summarized, selected the main things, focused on the important things and then look for themes and patterns. Data reduction takes place continuously during the research process. During data collection, the next stage of data reduction was carried out by making summaries, coding, tracing themes, and categorizing data.

2. Data presentation

Data presentation or data display is intended to make it easier for researchers to see the overall picture or certain parts of the research.

3. Draw a conclusion

Verification is carried out continuously throughout the research process, namely from the beginning of entering the research location and during the data collection process. Researchers try to analyze and find meaning from the data collected, namely looking for patterns, themes, similarities, things that often arise, and so on which are outlined in conclusions that are still tentative, but with increasing data through a continuous verification process, Then a "grounded" conclusion will be obtained. In other words, every conclusion is always verified during the research. The components of the data analysis mentioned above by Miles and Huberman (in Sugiono, 2012) are described as follows:

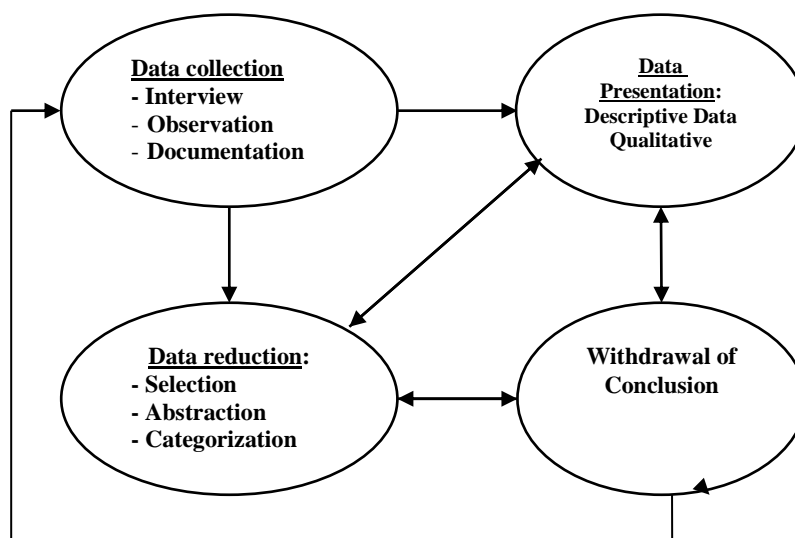


Figure 3.1 : Interactive Model Analysis

Source: Miles and Huberman (in sugiono, 2012)



Various methods have been used by the relevant Transportation Department to deal with the problem of public transportation without a permit so as not to wander around more, such as conducting surveillance. The purpose of this supervision is so that traffic in the city of Manado can be safe and orderly, as well as to reduce crime so that the public who use transportation services are especially safer because they have legal protection. Supervision is very important, because with supervision we can find out whether deviations, crimes and non-compliance are based on the laws and regulations in force in Indonesia. Then improvements can be made so that in the future it is hoped that these discrepancies can be overcome.

### **1. Direct Monitoring.**

The implementation of direct supervision greatly determines the success of achieving the objectives of monitoring public transport route permits in the city of Manado. One aspect that needs to be considered is the process of observing directly the spaciousness in the context of implementing supervision over the granting and use of public transport route permits so that irregularities do not occur. This direct supervision can take the form of:

#### **a. Live inspection**

Direct inspections are carried out by conducting raids on public transportation that is currently operating as an effort to shock therapy for public transportation that does not have a route permit. This is intended to prevent deviations from the use of route permits by public transport or organda. Through this direct inspection, it is hoped that every public transportation will always try to comply with the applicable regulations.

In the results of the researcher's interview with MS as the Head of the Department of Transportation, the following information was obtained:

"Conducting a direct supervision process must always be carried out, because it is an effort to minimize the occurrence of violations of the use of route permits by public transportation and even organda that have been registered with the Manado City Transportation Service. Direct supervision through direct inspections is carried out in the form of raids accompanied by the police, in this case the Manado Police Traffic Unit." (researcher interview results)

Based on the results of the author's interview with DW as the Head of the Traffic and Road Transportation Division, the following information was obtained:

"The direct supervision process which is a sudden direct inspection is always carried out in an effort to bring order to public transport that does not have a permit in the form of a route permit. This direct inspection is also carried out by conducting raids on the roads." (researcher interview results)

Based on the results of the author's observations, in the direct supervision process activities in the form of direct inspections in the field in raiding public transportation without a permit carried out by the Manado City Transportation Service, it has been carried out by checking the completeness of public transport drivers/drivers such as KIR, SIM (both SIM A and SIM transport). others), STNK, and Route Permit. The process of conducting this raid is in collaboration with the Traffic Police for the city of Manado and its surroundings.

#### **b. On the spot observation**

On-site observation is very effective as an effort to monitor public transport route permits in Manado City. Through observations at the Manado City Transportation Office to find out firsthand things that are not in accordance with the objectives, as well as assisting the Manado City Transportation Office in making subsequent decisions in an effort to achieve

policy implementation in supervising the granting and use of public transport route permits in Manado City. .

The results of interviews with researchers at MS are that: "In an effort to carry out direct supervision through on-site observations, it is always carried out in an effort to minimize deviations by public transportation. However, we encountered difficulties because it is difficult to distinguish between private cars that carry public passengers and those that do not" (results of the researcher's interview). Based on the results of the author's interview with WJW as the Head of the Supervision and Control Section, the following information was obtained: "The implementation of observations and inspections during on-site observations is always carried out in order to immediately find out the deviations that occur. We immediately assigned field personnel, For example, we stand on the road, some of the personnel stand at the post or guard desk to see the transportation passing through the road and other personnel manage traffic with the assistance of the police." (results of researcher interviews). Based on the results of the author's interview with SM as the Head of the Transportation Section, the following information was obtained: "Problems that are quite often regulated, for example, route deviations, feasibility tests, and illegal shuttle transportation using black basic police numbers which are not in accordance with the regulations of the Minister of Transportation." (results of researcher interview) Based on the results of the author's interview with SM as the Head of the Transportation Section, the following information was obtained: "Problems that are quite often regulated, for example, route deviations, feasibility tests, and illegal shuttle transportation using black basic police numbers that are not in accordance with the regulations of the Minister of Transportation." (results of researcher interview) Based on the results of the author's interview with SM as the Head of the Transportation Section, the following information was obtained: "Problems that are quite often regulated, for example, route deviations, feasibility tests, and illegal shuttle transportation using black basic police numbers which are not in accordance with the regulations of the Minister of Transportation." (results of researcher interview)

In carrying out direct supervision through effective, efficient, safe and smooth on-site observations, the determination of the number of personnel and the schedule for field patrols and guarding for the City of Manado needs to be reviewed. Direct supervision through on-site observations carried out by the Department of Transportation together with the Satlantas Police, even though it is already standing at the border point which is the entrance and exit of public transportation, is still seen as lacking in terms of supervision.

### **c. On the spot report**

Direct supervision activities through on-site reports are the activities of the leadership in seeing directly and requesting reports at the place where the activity is taking place, so that it can be known directly about the understanding of the tasks of their subordinates. This activity is a supervision by looking at the work of subordinates directly, so that the leader can make a policy quickly at the place where the activity takes place in an effort to minimize the occurrence of irregularities in the supervision of the granting and use of public transport route permits in Manado City.

The results of the researcher's interview with MG as the secretary of the Department of Transportation said that: "Implementation of direct supervision activities through on-site reports by requesting reports of observations and inspections is always carried out so that the results of supervision of the use of public transport route permits in the field can be immediately known." (results of researcher interview)

Meanwhile, according to WJW as the supervision and control section, it states that: "The

activities in the field that we carry out must always report the results of the supervision of the granting and use of public transport route permits to the leadership or head of operations" (researcher interview results)

Based on the responses of the respondents above, it can be concluded that in the implementation of direct supervision through on-site reports, the Head of the Manado City Transportation Service always asks for reports on the results of the implementation of supervision both in the process of granting and using public transport route permits. In addition to requesting reports of work results, personnel who will go to the field to supervise public transport route permits are also given guidelines and master the applicable regulations. The provision of guidelines is a procedure or instructions used for authorized parties in carrying out their duties.

Based on the results of the researcher's interview with DW, the following information was obtained: "In the distribution of guidelines at the Manado City Transportation Service for the process of supervising the granting and use of public transport route permits, there are guidelines in the form of the main duties and functions of each field made based on Law no. 22 of 2009 concerning road transportation and every personnel who will carry out their duties in the field." (results of researcher interview)

## **2. Indirect Supervision**

Indirect supervision is a technique of monitoring a leader remotely through the form of reports submitted by his subordinates. Implementation of supervision is the responsibility of a leader in an effort to prevent irregularities by requesting reports both in written and oral form to see the efforts carried out by his subordinates in carrying out their duties.

### **a. Written Report**

Written reports are carried out by collecting data. Based on the results of the researcher's interview with MS, the following information was obtained: "Data collection activities are very necessary because the number of illegal organda drivers/travel agents changes from time to time so that in order to find out the more accurate number of illegal drivers or organda/travel agents, data collection becomes one-of-a-kind. only way. The number of illegal organda drivers/travel agents may differ from the data available to the government. It is possible that the actual number is more, but the government has tried to get more accurate results with this data collection activity." It is similar to what MG said that: "Data collection is carried out to determine the number of public transportation operating in Manado City,

Based on the results of the interview above, it is known that from some of the existing transportation there are still no route permits, this indicates that there is still weak supervision of public transportation in the city of Manado.

The results of the interview with the SM writer obtained the following information: "Indeed, according to the data I have public transportation in Manado City, there are still those who do not have route permits, because public transportation operates using private cars that operate with online transportation mobile applications, but we continue to collect data through the application so that we keep the data "

The Manado City Transportation Service is one of the government agencies that has an important task in the process of supervising the issuance and use of public transportation route permits within the scope of Manado City and therefore the Transportation Service has a standard operating procedure (SOP) for extending route licensing in Manado City. namely Manado City Regional Regulation Number 5 of 2011 concerning Route Permit Retribution.

## **b. Verbal Report**

The implementation of oral reports can be less effective in minimizing the occurrence of irregularities or errors in the implementation of supervision of public transport route permits. The low accuracy of the data will hinder the process of achieving the effectiveness of supervision of public transport route permits. Based on the results of the researcher's interview with MS, the following information was obtained: "The implementation of supervision of public transport route permits through oral reports has weaknesses because it is prone to data manipulation, so that the data submitted is less accurate and sometimes cannot be accounted for." The results of interviews with researchers with WJW obtained the following information: "We submit a report on the supervision of public transport route permits to the leadership in writing,

Based on the descriptions regarding the implementation of the supervision of public transportation route permits through the verbal report above, the authors can draw a conclusion that in the implementation of its supervision the Manado City Transportation Service is still not trying to apply supervision techniques through verbal reports.

## **3. Policy Size And Purpose**

The performance of policy implementation can be measured by the level of success of the size and policy objectives that are realistic with the socio-cultural existing at the level of policy implementers. When the size and policy objectives are too ideal (utopian), it will be difficult to realize (Agustino, 2006). Van Meter and Van Horn (Sulaeman, 1998) stated: "to measure the performance of policy implementation, of course, confirming certain standards and targets that must be achieved by policy implementers, policy performance is basically an assessment of the level of achievement of these standards and targets."

An understanding of the general purpose of a standard and policy objectives is important. Successful policy implementation may fail (frustrated) when the officials (officials) are not fully aware of the standards and policy objectives. Standards and policy objectives have a close relationship with the disposition of the implementers. The direction of the disposition of the implementers towards the standards and policy objectives is also a "crucial" thing. Implementors may fail to implement policies, because they refuse or do not understand what the objectives of a policy are.

The Manado City Transportation Service as the implementor has understood the purpose of the public transportation route licensing policy. This can be seen when the researcher conducted an interview with DW that: "The purpose of this policy is as a regulation or controller, regulator, and supervisor of route licensing activities and public transportation businesses in Manado City." SW also explained that: "The aim is to act as a regulator and supervisor of public transportation activities in Manado City." Then MS also added that: "The purpose of this route licensing policy is as a legal basis for controlling and supervising companies. public transportation in Manado City."

And when explaining the purpose of this route licensing policy, the informant seemed to understand the intent and purpose of the policy. With this, the researcher concludes that the implementor already understands the objectives of the policy of supervising the granting and use of this route permit.

## **4. Resource**

Resources are the main factor in implementing and realizing the course of a policy. The resources referred to in this study are human resources, facilities and funding sources which are important calculations in the success of policy implementation.

**a. Human Resources**

Human resources or staff/employees as implementers or implementers of policies are the most important resources in determining the success of a policy implementation. Each stage of implementation requires quality human resources in accordance with the work required by the established policies. In the staff/employee indicator, the researcher does not only look at the quantity of employees but also the quality. Sufficient and not excessive quantity makes an implementation work well. In carrying out an activity, the number of employees must be sufficient because if there are shortages or excess employees, the implementation of a policy or program becomes ineffective and inefficient. The existing quantity must also be supported by the quality of employees in accordance with the tasks they carry out. In an interview with WS, regarding whether or not the number of employees or staff is sufficient, he said: "For now, it is felt that the number of employees is indeed lacking, there are also many permits that are taken care of, so the processing time for permits is a bit long."

For employees of the Manado City Transportation Service, as a technical team in issuing permits for public transportation routes, according to AR revealed that the staff or employees at the Manado City Transportation Service, where the Transportation Service employees were given guidance and training first, but MG thought the number of employees was sufficient." As for the number of employees, I feel that it is sufficient, although the management process will take a long time if there are too many permit applicants, but it is still normal." MG said the same thing: "The number of employees is sufficient. For training, these employees are given training according to where they are placed, for example if they are placed in the vehicle testing center, they are given training and instructions on how to work the tools, what to pay attention to for vehicle testing. "Based on the results of interviews and observations made, the researcher concludes that there is no problem regarding whether or not the number of employees of the Manado City Transportation Service is sufficient. The number of employees who are deemed sufficient and there is training for employees according to the field in which they are placed.

**b. Facility**

Facilities are facilities and infrastructure used to support a program. The facilities and infrastructure at the Manado City Transportation Service are adequate. In MS's opinion: "if the facilities are sufficient, all computers can be used and the internet is also smooth. It's just that the room here is a bit cramped and messy because the office building has to be renovated, what else do we need to do to add more space, "Whereas AR added that: "If the infrastructure is adequate, it's just that the office can't use AC. For office facilities like computers and printers are still lacking. not all desks have computers because the electricity in the office can go out."

Based on the results of these interviews and coupled with the results of researchers' observations, at the Manado City Transportation Office, that the facilities at the Manado City Transportation Service for official vehicles in the form of cars, which are used to review public transport vehicle maintenance facilities or pools owned by public transport entrepreneurs as one of the requirements for obtaining permits for public transport routes, is sufficient and adequate, but the AC cannot function and coupled with inadequate facilities such as computers and printers makes it difficult for some employees to carry out their duties.

**c. Source of funds**

Funds are important because the existence of these funds can assist in the supervision of the issuance of permits for public transport routes. When asked about the source of funds and the cost of administering a route permit, MG said: "The source of the funds is from the APBD,

and there is no charge for administering the route permit itself." owned by a public transport entrepreneur, the informant said: "There is no special fund for reviewing the location of the pool, if a warrant is issued, we immediately go to the location and the route permit retribution has been regulated in a Regional Regulation." In the Manado City Regional Regulation Number 5 of 2011 concerning Certain Licensing Retribution, it was explained that the retribution for public transport passenger cars (non-buses) was Rp. 100,000/vehicle 8 seats/year, Rp. 125,000/vehicle 10 seats/year, while the retribution for the route book (Supervision Card) for public transport passenger cars (buses) is Rp. 150,000/vehicle 11-24 seats/year, public transport passenger cars (buses) amounting to Rp. 175,000/vehicle 24 < seats/year.

The characteristics of implementing agents include the structure of the bureaucracy, and the patterns of relationships that occur within the bureaucracy. In the implementation of granting public transport route permits in the city of Manado, there are already established Standard Operating Procedures (SOP), where the Department of Transportation acts as a technical team to review the completeness of the requirements for granting or extending route permits. According to MS in his explanation that:

"For the Transportation Service, it is a technical team that reviews the completeness of the requirements owned by public transportation entrepreneurs, and from our recommendations later on whether the route permit is accepted or rejected." by the applicant, and after that the Department of Transportation issues a recommendation to the relevant agency in issuing the One Stop Integrated Licensing whether the application for a route permit is accepted or rejected.

Before public transport vehicles operate on the highway, vehicles owned by public transport organizations must pass the vehicle test first and have a certificate of supervision. This was conveyed by WJW in an interview with researchers: "Before operating on the road, public transportation must first pass the KIR test, then take care of the supervision card because there must be a vehicle test number, after that it can operate on the road."

AR is a motor vehicle testing staff for the UPT PKB Section of the Manado City Transportation Service, explaining: "Before the vehicle is tested, the vehicle owner must first register at the counter, then the vehicle will be tested here. The test time is about 45-50 minutes. What was tested was under the vehicle, the headlights, the wheels, the empty weight of the vehicle, the brakes, the speedometer, the exhaust emissions as well."

The product received by the applicant after completing the KIR test is a test book, test plate, and a test sticker or vehicle side sign, as conveyed by the ST informant as follows: "If you pass the KIR test, the product given is a KIR test book, test plate, and stickers to stick on the vehicle. If you don't pass the KIR test, we will notify the applicant of anything that must be repaired from the vehicle."

From the results of the researcher's interviews with the informants, as well as the results of the observations and documentation above, it was obtained information that before the public transport entrepreneur processes an application to obtain a Supervision Card, the entrepreneur must first pass the vehicle test to obtain a vehicle test number. The process for the vehicle test itself takes about 45-50 minutes for each vehicle. The process starts from the applicant registering the vehicle to be tested by filling out a motorized vehicle inspection form plus several requirements that must be completed, such as photocopies of ID cards, STNK, route permits, and old test books, as well as the vehicles to be tested. After that, the vehicle will be tested by the testing staff, which are checked for vehicle exhaust emissions, under the vehicle, vehicle headlights, vehicle tires, vehicle weight, vehicle brake test, engine noise test

and vehicle horn, as well as vehicle speedometer. After going through all these processes, if the vehicle is declared to have passed the KIR test, it does not pass the KIR test, the staff will report to the applicant about what the applicant has to repair, this is valid for 14 days, if it is more than 14 days, the applicant must pay a fee the retribution is back as at the beginning, if it is less than 14 days the applicant has repaired his vehicle then the applicant does not need to pay the retribution fee as at the beginning. If the applicant's vehicle passes the KIR test, the applicant will receive a test book, a test plate, and a sticker on the side of the vehicle. The fee charged to the applicant is Rp. 55,000/vehicle and Rp. 70.000/vehicle when replacing the test book with a new one.

From the results of the interview and the picture above, the process of managing the Supervision Card is that the transportation entrepreneur submits an application for a Supervision Card to the Head of the Manado City Transportation Service with complete requirements, namely a photocopy of the ID card, STNK, the old Monitoring Card, and the KIR test book. Then the Head of Service receives, reviews, and submits it to the Secretary and Head of Division, who then submits a report to the Head of the relevant Section to process the Supervision Card, then after completion the Supervision Card can be given to the applicant.

## **5. External Environment (Social and Political)**

There are several last things that need to be considered in order to assess the performance of policy implementation, namely the extent to which the external environment contributes to the success of public policies. An unfavorable social and political environment can be a source of problems for the failure of policy implementation performance. Therefore, efforts to implement policies require a conducive external environment.

### **a. Social environment**

The public and public transport organda including from the external environment in the implementation of this route licensing policy. The participation of public transport entrepreneurs in encouraging the success of route licensing policies is quite good. Where indeed there are still some public transportation whose route permits have expired but have not been extended. From the statement from the Manado City Transportation Service, his party has several times given warning letters but there is still no awareness from the public transport entrepreneurs who have been warned to extend their route permits.

## **CONCLUSION**

Based on the results of the research that the author has done, it can be concluded that: Supervision of granting public transport route permits in Manado City is carried out in two forms, namely:

1. Direct supervision. Direct supervision is carried out by the Manado City Transportation Service, which is carried out in collaboration with the police in conducting raids on the highway. The vehicles caught in the raid were given a ticket and then followed up in court to decide on sanctions in accordance with the violations committed.
2. Indirect supervision. Indirect supervision by the Manado City Transportation Service is carried out by collecting data on public transportation operating in Manado City. In addition, the Department of Transportation conducts evaluations and reports which are carried out every month as a form of accountability for the tasks carried out.

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