

# Analyzing Online and Conventional Transportation Policy: The Case of South Tangerang City of Indonesia

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## Abstract

Several of online and conventional public transportation policies in Indonesia are managed through various ministerial transportation regulations after undergoing several changes. This study aims to analyze online and conventional transportation policies with a focus on the South Tangerang City area of Indonesia. The research uses qualitative methods with data collection techniques through interviews and studies of various documents. The results show that existing transportation policies have encouraged the development of online transportation in terms of quantity and service because there are no specific regulations at the city level. On the other hand, based on existing transportation policies, conventional transportation is increasingly ineffective and inefficient because of the administrative burden that must be followed by both public transport companies and their drivers.

## Keywords

Transportation, policy, online, conventional, driver

## 1. Introduction

Policies governing online and conventional transportation change over time. The changes were triggered by the increasing complexity of online transportation arrangements and the variety of vehicles used as public transportation (Gusti 2021). In addition to this transportation policy responds to technological developments, especially in urban complex arrangements, this arrangement is also due to the vastness of Indonesia's territory in land

transportation arrangements (Ambarwati 2019). Meanwhile conventional transportation with existing policies has not changed significantly from time to time.

A number of regulations related to transportation can be followed to in some regulations. Law No. 22 of 2009 on Traffic and Government Regulation No. 74 of 2014 understanding of public transportation companies is a legal entity that provides transportation services of people and / or goods with public motor vehicles (vide Article 1 number 21 of Law No. 22 of 2009). This law was then lowered in several government regulations ranging from Minister of Transportation Regulation No. 32 of 2016, which was then replaced consecutively through Minister of Transportation Regulation No. 26 of 2017, Minister of Transportation Regulation No. 108 of 2017 and then the end of 2018 issued again Minister of Transportation Regulation No. 118.

A number of studies on transportation policy in Indonesia have been conducted such as by Bambang Istianto and Taufan Maulamin (2017). Their research aims to find out the development of online transportation to cause social conflict. The results showed that the operation of online transportation in fact had an impact on the decline in the income of conventional drivers up to 70%. In principle, the public transport community both online and conventionally understand government policies in the hope that the policy is fair and non-discriminatory and strict law enforcement.

Another study is titled *Service Quality Analysis for Online Transportation Services: Case Study of GO-JEK* by Shilvia L. Br. Silalahi, Putu W. Handayani, Qorib Munajat (2017). Measurements developed from studies related to previous studies cover three dimensions: service quality, information quality, and system quality. The research approach is a quantitative approach with entropy techniques for data analysis and GO-JEK as a case study. The number of respondents to the study was 1,670. The analysis shows that there are 20 criteria that can be used to measure the quality of online transportation services. From entropy analysis, each criterion is weighted to rank the quality of service relative to each other. It found that the three best aspects to GO-JEK's online transportation services are perceived cognitive, ease of use, and perceived website innovation. Meanwhile, the three lowest criteria are compensation, trust, and perceived risk.

Meanwhile, Puji Rahman conducted a study with the title of Implementation of The Minister of Transportation Regulation No. 26 of 2017 on the Implementation of Transportation of People with Public Motor Vehicles not in official route at the Transportation Office of South Sumatra Province (Case Study of Legality of Ojek Online). Research uses qualitative research methods. Data collection using observations, documentation and interviews on informants who are considered competent The results of the study showed that the Implementation of Ministerial Regulation No. 26 of 2017 on the Implementation of Transportation of People with Public Motor Vehicles not in Official Route has been running well, it can be seen that the operation of online motorcycle taxis can still operate in tandem with conventional public transportation safely, smooth and in accordance with safety standards. The implementation of the 11 points contained in Ministerial Regulation No. 26 of 2017 can run well of course because of the role of the Transportation Office of South Sumatra Province which has carried out its duties optimally by conducting direct supervision and cooperating with the Police (Shilivia et al 2017).

Another study entitled *The Impact of Online Transportation on The Socio-Economic Community of Samarinda* was conducted by Rudy Syafariansyah Erni Setiawati in 2018. The results of a survey of 90 people, as many as 61 respondents (68%) stated that transportation has a positive impact on socio-economic society. Regression coefficient, 2.9. The Correlation Coefficient (R) of 0.905 means that the influence of online transportation on the socio-economic impact of the people of Samarinda is very strong and positive, the effect is the value of the coefficient of determination (R Square) of 0.82 or 82% (Syafariansyah and Setiawati 2018).

While another study was conducted in Jakarta on the Quality of Transjakarta Busway Services in Jakarta by Putri Yulfa Rianti and Retnowati WD Tuti. Transjakarta Busway in Jakarta in serving customers there is still dissatisfaction from customers. Research shows that the Quality of Transjakarta Busway Services in Jakarta is still not good, this is seen from the five indicators used to improve the quality of Transjakarta services, namely Reliability, Responsiveness, Assurance, Empathy and Tangible.

In addition, several transportation policy and its implementation's studies were conducted with focus of South Tangerang City. Ahmad et.al. (2021) focus on Consumer Protection and Quality of Online Transportation Services in South Tangerang City.(Ahmad et.al.2021) The results of the study concluded that consumer protection and quality of online transportation services in South Tangerang City is in fairly good condition. Other study by Almassawa et.al. (2019) found that consumer behavior was influenced by service quality, perceived value. Almassawa and Nanti (2019).

## 1.1 Objectives

In contrast to the previous research, this study aims to analyze existing conditions for the implementation of online and conventional transportation policies in South Tangerang City, Banten, Indonesia.

## 2. Literature Review

Transportation is the activity of transferring goods (cargo) and passengers from one place to another. In transportation there are two most important elements, namely movement and physically changing the place from goods (commodity) and passengers to other places. Therefore, transportation itself is a movement of the movement of people and goods from one place to another using the facilities of motor vehicles or human and animal power (Salim2006). The movement of the movement of goods and humans occurs because of the needs that are not met where we are. The process of meeting these needs will lead to interaction between the activity system and the network system that produces people and goods in the form of vehicle movements, this process is often referred to as a macro transportation system (Warpani 2002).

In modern transportation systems services to public transportation users are not only done face-to-face services but also through the internet network. Transportation services through this digital platform are also referred to as online transportation services. So-called online transportation is more to the form of service not to the mode of transportation only.

What is meant by online transportation here is a transportation service for the benefit of goods, people and services not only through face-to-face services but through the internet network. In other words, the definition of online transportation is an internet-based transportation service in the course of transaction activities, ranging from booking, track monitoring, payment and assessment of the service itself (Pramata and Suradi 2016). There are also important matters concerning the forms that regulations over transport operation should take where there are market failures, or when transport is being used to achieve specific, non-economically efficient goals (e.g. providing social services), (Button and David A. Hensher 2005).

To review policy implementation, including in the field of transportation, which has a top-down perspective George C. Edwards III developed what is referred to as Direct and Indirect Impact *on Implementation*. In this approach Edward III formulated the existence of four variables that affect the success of the implementation of a policy (Widodo 2009):

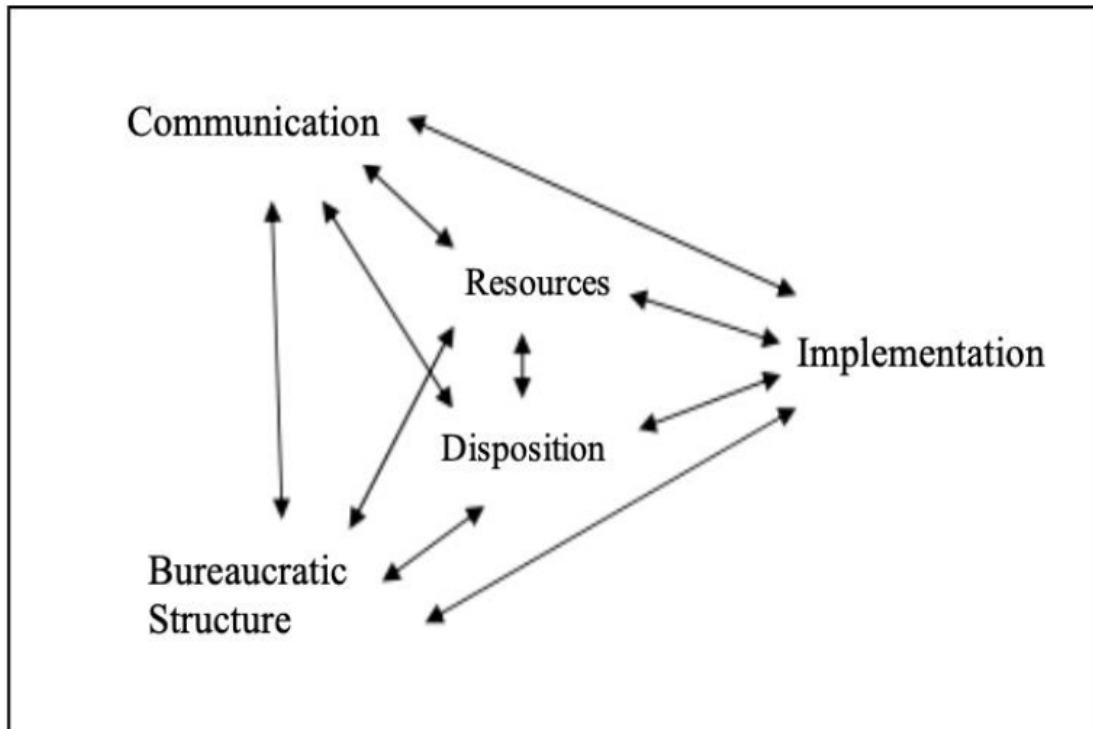


Figure 1: Edwards III Policy Implementation Model

Source: Mubarak (2020)

The first variable is communication. The communication factor in George C. Edward's III determines success in the implementation of a public policy. This information concerns the knowledge of policy makers about

the type of policy to be made. Then the policies that have been prepared to human resources and also the right bureaucracy. By communicating this policy, implementation is expected to also run smoothly.

To measure the success of this information, there are at least three indicators. First, transmission is the distribution of communication that is able to produce good implementation. Second, clarity is that communication can be obtained by policy implementers in an understandable format and does not accept the policy with confusion. Third, the indicator of consistency, namely the direction in the implementation of the policy is unchanged, always in accordance with the napa that has been made.

Another variable as seen in that model is a resource. Resources are another important thing in implementing policies. According to George Edward III the resource indicator consists of several elements. First, the staff is those who concern personnel who have sufficient competence and knowledge in implementing policies. Second, information that has two forms of information related to how to implement policies and information about compliance data from implementers to government regulations and regulations that have been established. The second element, the authority that must be formal in order for the order to be implemented. Authority is the authority or legitimacy for implementers in carrying out politically established policies. The third element, facilities, namely physical facilities, is an important factor in the implementation of policies.

The third variable is the disposition described by George C. Edwards III as the appointment of bureaucrats who become implementers in continuing the policies that have been prepared. Included in this disposition variable is that incentives by adding certain profits or costs may be a driving factor that makes policy implementers carry out orders well.

The fourth variable is the bureaucratic structure. Bureaucracy is the implementation of a policy that is able to support policies that have been decided politically by coordinating well. Policies are complex and involve many elements of cooperation in a bureaucratic structure.

## 1.1 Objectives

In contrast to the previous research, this study aims to analyze existing conditions for the implementation of online and conventional transportation policies in South Tangerang City, Banten, Indonesia.

## 3. Methods

Research is conducted with a qualitative approach. This approach is used in order to find the meaning of a phenomenon in depth. While the data collection technique was done with in-depth interviewed and document studies and library research.

## 5. Results and Discussion

South Tangerang City as the youngest city located in the eastern part of Banten Province, the north is directly adjacent to Jakarta Province and Tangerang City, the east is directly adjacent to Jakarta Province and Depok City, the south is bordered by Bogor Regency and Depok City, and the west is bordered by Tangerang Regency. The area of South Tangerang City amounted to 147.19 km<sup>2</sup> or 1.63 percent of the area of Banten province. The largest subdistrict is Pondok Aren District with an area of 29.88 km square or 20.30 percent of the overall area of South Tangerang City, while the district with the smallest area is Setu with an area of 14.8 km square or 10.06 percent (South Tangerang City Statistic Office 2021).

South Tangerang City has a population of 1,354,350 people in 2020 with a population density of 9,201 people per Km square, meaning that in South Tangerang City every 1 Km square is inhabited by an average of 9,201 people. The highest population density in Ciputat Subdistrict is 11,356 people per Km square. This will cause more dense population in South Tangerang City if it cannot suppress the rate of population growth. Setu District is the district with the lowest seating density of 5,688 people per Km square.

In 2020 the number of road segments in South Tangerang City amounted to 467 segments with a total length of 384,688 km. The largest number of road segments is in Pamulang sub-district, which is as many as 118 segments with a length of 84,310 km. For the least road segment is Setu District which is as many as 28 segments, with a length of 28,355 km (South Tangerang City Statistic Office 2021).

Data on vehicles in South Tangerang that is quite complete, among others, can be followed from the Strategic Plan Review of the South Tangerang City Transportation Office 2016-2021.

Table 1: Number of Vehicles in South Tangerang City

| Year 2015    |               |                |            |               |                |                |
|--------------|---------------|----------------|------------|---------------|----------------|----------------|
| No           | District      | Public Cars    | Buses      | Trucks        | Motorcycles    | Total          |
| 1            | Serpong       | 33,466         | 44         | 5,488         | 65,253         | <b>104,251</b> |
| 2            | North Serpong | 7,582          | 117        | 1,923         | 35,069         | <b>44,691</b>  |
| 3            | Setu          | 21,745         | 2          | 3,863         | 55,420         | <b>81,030</b>  |
| 4            | Pamulang      | 38,118         | 193        | 4,208         | 155,049        | <b>197,568</b> |
| 5            | Ciputat       | 21,494         | 129        | 2,905         | 105,670        | <b>130,198</b> |
| 6            | East Ciputat  | 22,866         | 143        | 2,338         | 73,318         | <b>97,665</b>  |
| 7            | Pondok Aren   | 35,631         | 135        | 3,732         | 143,005        | <b>182,503</b> |
| <b>Total</b> |               | <b>180,902</b> | <b>763</b> | <b>24,457</b> | <b>631,784</b> | <b>837,906</b> |

Source: South Tangerang City Transportation Department (2016).

In the statistical data report in South Tangerang there is no mention of the number of four-wheeled and two-wheeled online transportation. Difficulty getting official data on the number of four-wheeled vehicles from online and conventional transportation due to its unlimited working area in South Tangerang are. Moreover, drivers of vehicles based on this online service are not required to be based in an office or company based in South Tangerang

Online transportation or transportation with a booking system and services through the internet network, through applications on smartphones is a new development in Indonesia. The first regulation issued by the government to regulate online transportation is Ministerial Regulation 32/2016. Then on March 21, 2017, the Minister of Transportation announced that it would revise Ministerial Regulation 32/3016. Then on April 1, 2017 the government announced the revision to Ministerial Regulation 26/2017. Through the latest regulations at the time, online transportation was referred to as Special Rental Transportation. There are at least 11 points governing online transportation, such as quota limits, tariff limits, incorporated vehicle license, pool provision, vehicle tests, workshop provision, dashboard access tax, and sanctions.

Responding to the development of the government on October 24, 2017, issued a revision to the Regulation of The Minister 26/2017 to Ministerial Regulation 108/2017. The government stated that Ministerial Regulation 108/2017 has a philosophy of equality, namely equality of conventional transportation and online transportation. Then in 2018 issued again Ministerial Regulation No. 118 governing land transportation. In the transportation policy regulated by this minister there is no specific explanation regarding four-wheeled online transportation.

This online transportation policy seems to be well communicated from the central government so that all regulations follow Transport Ministerial Regulation No. 118. In an interview with South Tangerang Transportation Office staff it was found that in this region conventional transportation arrangements are in accordance with existing rules and have not undergone changes. Policies related to conventional transportation in accordance with ministerial regulation No. 15 of 2019. But the policy towards online transportation can be said to be no arrangement at the city level such as in South Tangerang.

Table 2: Regulations of the Minister of Transportation No. 118

| Settings           | Ministerial Regulation 118/2018  |
|--------------------|--|
| Use of Argo meter  | The amount of transportation rates as referred to in paragraph (1) letter e is listed in the application of information technology accompanied by evidence of electronic documents.  |
| Tariff Limit       | The amount of The Special Rental Freight rate that applies is at least the lower limit rate and at most the upper limit rate   |
| Area of Operations | Minister for Special Rental Transportation operations area that exceeds 1 (one) provincial area and which exceeds 1 (one) provincial area in Jakarta, Bogor, Depok, Tangerang, and Bekasi; Governor for Rental Transportation operating area<br>Specialty that exceeds 1 (one) area districts / cities in 1 (one) provincial area. |

|                          |  |
|--------------------------|--|
| Quota                    | The plan for the needs of Public Motor Vehicles for Special Rental Transportation as referred to in Article 8 is determined by the Minister or Governor in accordance with his authority after a review with stakeholders  |
| Vehicle Ownership        | Company whose Special Rental Transportation can be done by micro-businesses or small business actors in accordance with the provisions of the laws and regulations.  |
| Application Company Role | Provide Digital Dashboard access to the Minister or Governor in accordance with the authority; provide application access to Drivers whose vehicles already have a permit for the implementation of Special Rental Transportation in the form of Service Standard Electronic Cards; cooperate with Special Rental Transportation Companies that already have a permit for the implementation of Special Rental Transportation in recruiting drivers; and. open a branch office and appoint a branch office in charge of the branch office in the city in accordance with the region operation. |

Source: Researchers

The absence of local policies of the Regulation of the Minister of Transportation provides a great advantage to the operation of this online transportation. First, online transportation can freely operate in South Tangerang without having to follow the company's rules in this region. Second, online transportation does not have to be registered in the South Tangerang area. Third, online transportation drivers do not accept local rules because they are covered by ministerial regulations and stir into the central government.

According to government officials interviewed, online transportation companies can operate to the far and no restrictions. As well as public transportation such as a public transportation this city there is a route. As in South Tangerang there are still seven track whose function has also been reduced by about 30%. Even with the COVID-19 pandemic, public transport operations from March 2020 to October 2021 have decreased greatly. This is due to a number of regulations that provide restrictions on human movement in South Tangerang to prevent the spread of COVID-19.

Table 3: Public Vehicles in South Tangerang City

| No    | Route                                     | Numbers of fleets |
|-------|---|-------------------|
| 1     | South Tangerang City-Tangerang City       | 637               |
| 2     | South Tangerang City-Capital City Jakarta | 1,826             |
| 3     | South Tangerang City-West Java            | 207               |
| 4     | South Tangerang City Transport            | 1,314             |
| Total |   | 3,984             |

Source: South Tangerang City Transportation Office (2016).

If the last data recorded in 2016 reached almost 4000 public transportation and in 2021 reported by South Tangerang City officials reached 3000 public transportations, then with the online transportation its activities decreased by 30 percent. If the last number is used as a measure of the presence of online transportation coupled with the COVID-19 pandemic, then the number of operational public vehicles numbers around 1000 cars.

Likewise, conventional taxis which are public transportation are still available in South Tangerang City with the number reaching almost 5,400 taxi cars. With the policy where online transportation has been operating for at least the last three years, it is estimated that the number will also shrink. One aspect that causes the number of taxis that are four-wheeled public transportation also decreases activity and the number is due to online transportation is categorized as a business that only sells applications or systems that can be utilized by people in South Tangerang City. As in the following table with the number of taxi companies competing with online transportation companies there are policies that benefit online transportation.

First, online transportation is an application company that does not require examination of the South Tangerang City Transportation Office because it is headquartered in Jakarta. By law the South Tangerang City government does not have the authority to regulate application companies at the national level.

Table 4: Transportation Companies in South Tangerang City

| No | Companies                     | Total Vehicles |
|----|-------------------------------|----------------|
| 1  | Blue Bird Group               | 3,200          |
| 2  | Fajar Mutiara Timur           | 1,040          |
| 3  | Transport Nusantara Indonesia | 400            |
| 4  | Sarosoan Kencana Sakti        | 150            |
| 5  | Sabila                        | 225            |
| 6  | Mega Sarana Transporindo      | 170            |
| 7  | Global Autonusa               | 200            |
|    | Total                         | 4,385          |

Source: South Tangerang City Transportation Office (2016).

Second to this online transportation has been imposed vehicle tests by the South Tangerang City government. But then unable to walk because of the refusal of the owner of the vehicle that falls into the category of private vehicles, not public vehicles for public vehicles. Likewise, the south Tangerang government's policy to do the testing and spraying of paint if there is a vehicle defect is also not accepted by vehicle owners because it is considered to reduce the selling value of the vehicle.

Third, another policy to regulate online transportation is different from conventional transportation in the South Tangerang City region by attaching stickers to online transportation vehicles. This policy also didn't work because it couldn't be implemented. Finally, the South Tangerang City government appointed the rules of the regional house of representatives which also did not come out.

## 6. Conclusion

Policies governing online and conventional transportation changed from 2017 to 2018. This policy change to land transportation is more an opportunity for online transportation services because the policy provides more opportunities for the development of application-based online transportation companies. While conventional transportation is still subject to strict regulations ranging from operations to routine vehicle inspections for passenger safety.

In South Tangerang City, the online transportation policy follows the Minister of Transportation Regulation No. 118 of 2018. The regulation provides convenience for online transportation services because in the South Tangerang area there are no additional rules that manage application-based transportation. Online transportation services are free to operate in the South Tangerang City area without having to follow local rules such as vehicle inspection every year.

As a result of the policies governing this transportation, conventional transportation business actors have decreased. 2016 data showed about 4,000 public vehicles were in operation. But in 2021 with the existence of online transportation coupled with the COVID-19 pandemic it is estimated that operating vehicles live 30 percent of about 3000 vehicles which means 1000 public vehicles are still active.

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#### Interviews

South Tangerang DPRD Officials dated September 23, 2021

South Tangerang Transportation Office Officials dated October 5, 2021

## Biography

Retnowati Wahyuning Dyas Tuti is an Associate Professor of Public Administration at University of Muhammadiyah Jakarta. She earned BSc in Public Administration from University of Sebelas Maret in 1985 and a Master of Environment Study from University of Indonesia in 1995. Doctoral degree in Public Administration was received from University of Brawijaya, Indonesia in 2013 Her research focuses on public administration. Before her current position Retnowati served as Deputy Dean in Faculty of Social and Political Science, University of Muhammadiyah Jakarta. She published several articles in national and international journals include Analisis Implementasi Kebijakan Work from Home pada Kesejahteraan Pengemudi Transportasi Online di Indonesia (Analysis of Work From Home Policy Implementation on The Welfare of Online Transportation Drivers in Indonesia). Books which have been published include Online Transportation in Indonesia (2021)

Asep Setiawan is currently Head of Graduate School of Political Science, University of Muhammadiyah Jakarta. He received BSc in International Relations from University of Padjadjaran, Indonesia in 1988. A master's degree in international Relations was received from University of Birmingham, United Kingdom in 1994. Asep earned Doctor in International Relations from University Padjadjaran, Indonesia in 2019. His primary research areas include foreign policy analysis, international relations, social and political dynamic in Indonesia. He has published research articles mainly in Indonesian journals. Asep has also published several books like Indonesian Foreign Policy and Online Transportation in Indonesia (2021)

Winda Dwi Astuti Zebua is a lecturer at Communication Department at Faculty of Social and Political Science, University of Muhammadiyah Jakarta. She accomplished BSc in Communication from State Islamic University Syarif Hidayatullah Jakarta in 2013 and a Master of Communication from University of Indonesia in 2017. She active in various research including online transportation and conventional transportation in Indonesia.

Devia Andiani is a journal editor at the Faculty of Social and Political Sciences, University of Muhammadiyah Jakarta. She accomplished BSc in Public Administration from the University of Muhammadiyah Jakarta in 2019 and is currently continuing his study at the Master of Administrative Sciences from the University of Muhammadiyah Jakarta.