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THE IMPLEMENTATION OF BUS DESIGN TESTING POLICY AT THE DEPARTMENT OF TRANSPORTATION OF MALANG

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ABSTRACT
The implementation of bus design testing policy in the Department of Transportation of Malang, East Java, Indonesia is aimed to meet the Technical Requirements and Eligible Road and to prevent accidents caused by technical factors or bus specifications that are not in accordance with the Law number 22 of 2009 on Traffic and Road Transportation. This research uses the descriptive qualitative approach with interactive data analysis by Miles, Huberman, and Saldana (2014). The focus of this research is based on Edward III's theory of the factors that influence the effectiveness of public policy implementation. The result shows that the implementation of bus design testing policy in the Department of Transportation of Malang Regency has not been effective. This is due to the absence of external communication, lack of support from human resources and infrastructures, as well as the absence of internal operating procedures (SOP) as the guidelines for the implementation of bus design testing.

KEY WORDS
Policy implementation, land acquisition, toll road, community compensation.

Vehicle as a means of transportation is one of the very important components for the development of economic activity, social, and cultural rights of a country because it acts as a tool in the movement of the people and/or the goods from one region to another in a relatively short, efficient, and effective time. On the other hand, vehicles give a major contributor to the high degradation of traffic and clean air especially in areas with tremendous traffic density. This means of transportation also contributes to road accidents.

The data from Indonesian Traffic Police in 2013-2015 showed that the accident rate in Indonesia is 117,949. An estimated 34,48% of the accidents occurred in the morning and 24,14% of it in the afternoon. The types of the vehicle which experienced an accident include motorcycle (52,5%), private car (20%), truck (17,5%), and bus (10%). The bus is a means of public transportation which capacity to carry passengers is more than a personal car, this means that the rate of the accident by 10% is a big number (Indonesian Traffic Police, 2015).

For that reason, it is not surprising that the government is urged to establish several terms and regulations in the field of transportation to ensure the safety and comfort of driving. Vehicles on the road are strived to always meet the technical requirements and feasibility of the road including the requirements for threshold emission, noise, and design that comply the regulations.

The application of design testing on each bus is one form of government policy to ensure the safety of public transportation in Indonesia. Each bus manufactured by Car Assembly Company (*Perusahaan Karoseri)* must follow the provisions outlined by the Government through the Law Number 22 of 2009 regarding Road Traffic and Transportation, the Government Regulation Number 55 of 2012 regarding Vehicles, the Decree of the Minister of Transportation Number 26 of 2015 regarding the Standard of Traffic Safety and Road Transportation, and the Decree of the Minister of Transportation Number 9 of 2004 regarding the Test on Motor-Type Vehicle so as to meet the Technical Requirements and Feasibility of the Road. The design testing for the bus is very useful to prevent accidents caused by technical factors or to prevent the occurrence of bus specifications which are not in accordance with the applicable provisions.

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Malang is known as the center for bus body assembly industry in Indonesia. There are 6 large companies whose production is spread all over Indonesia such as Adiputro, Morodadi Prima, Tentrem, Piala Mas, and Gunung Mas. Based on the Decree of the Minister of Transportation Number 9 of 2004 regarding the Test on Motor-Type Vehicle, the implementation of bus design testing in Malang is held at the Regional Technical Implementation Unit (*Unit Pelaksana Teknis Daerah* or UPTD) of Motor-Type Vehicle Testing in the Department of Transportation, Malang. Therefore, this study is intended to know and to explain the implementation of bus design testing policy in the Department of Transportation, Malang.

LITERATURE REVIEW

According to Edward III (in Winarno, 2016: 156) there are four factors which affect the success of policy implementation, namely: (a) communication; (b) resources; (c) disposition; and (d) bureaucratic structure. These four factors are interrelated to each other and support policy implementation or, otherwise, impede the implementation of public policy.

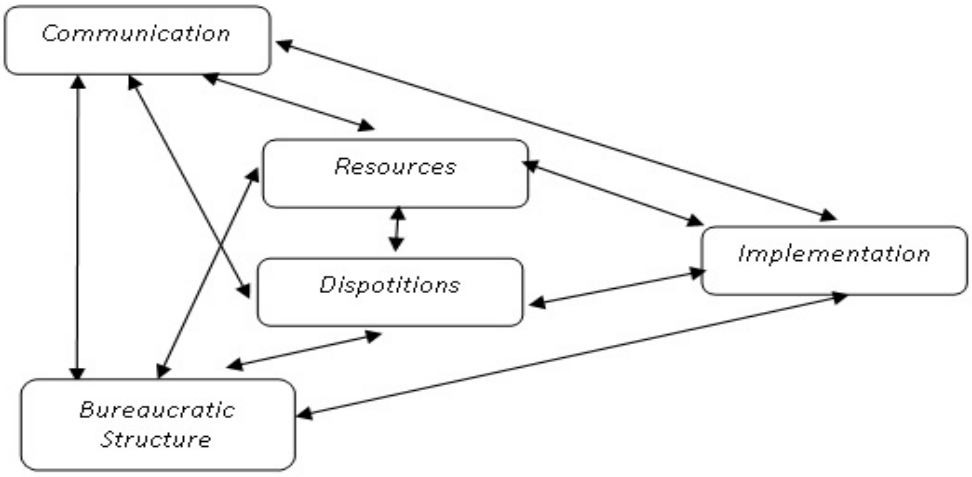

Figure 2 – The Model of Policy Implementation by George Edward III (1980)

First, communication policy has several dimensions including the dimension of transmission, clarity, and consistency. Second is resources, the availability of adequate resources covers human resources, budgets, facilities, and authorities. The next factor is disposition which is the characteristic of the will--the great determination from the implementer of the policy. Lastly, the bureaucratic structure which includes the aspects of standard operational procedure (SOP) and the fragmentation of the relationship between organizational units.

This research uses the model of Edward III's policy implementation to analyze the implementation of bus design testing in the Department of Transportation of Malang.

METHODS OF RESEARCH

This research is a descriptive qualitative research because the author wants to describe, record, and interpret the implementation of bus design testing policy in the Department of Transportation of Malang. The sources of the data come from interviews, documents, and observations. The research informants are the examiners and staff at the Department of Transportation of Malang and from the bus body assembly company in Malang. In qualitative data analysis, the researcher uses several steps of an interactive model of analysis as developed by Miles, Huberman, and Saldana (2014) with a number of procedures such as data collection, data condensation, data presentation, and drawing conclusions or verification.

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RESULTS AND DISCUSSION

Based on the focus of the research, the indicators that affect the success of policy implementation of land acquisition according to George Edward III can be described as follows: (1) Communication; (2) Resources; (3) Disposition; and (4) Bureaucratic Structure.

Communication can be in the form of internal and external communication. The internal communication in bus design testing policy in the Department of Transportation of Malang is done by engaging the examiners in training, workshop*,* discussion, technical guidance, and dialogue facilitated by the Ministry of Transportation as policymakers at the central level. However, the technical training of bus design testing is only followed by certified examiners in the total of 2 people. As for non-certified examiners and officials, no one has got the training including the Head of UPTD of the Department of Transportation, Malang. Non-certified officials and examiners only get information from certified examiners who have received technical training. Next is about external communication on the implementation of the policy, this is only done when the examiners in the field provide an explanation orally about the mechanism of the design testing that will be done to the representatives of the car assembly company. The companies are required to proactively and independently seek information related to the implementation of design policies.

What is meant by resources in this study are divided into two things, namely human resources (staff) and non-human (facilities or infrastructures). The Department of Transportation of Malang only has 4 (four) engineering design examiners which consist of 2 (two) certified examiners and 2 (two) non-certified examiners who are employed as examiners to assist the existing officers. The officers often experiencing difficulties if the volume of the bus design which is going to be tested reaches 5 design/day. This happens because the certified officers are only 2 (two) so they are not able to serve all bus design models to be tested in a short time. The lack of certified examiners is constrained by the lack of trainee quota in the certification training held by the Ministry of Transportation. As for the infrastructures, some test equipment such as brake tester and emission analyzer tester is in damaged condition and cannot be operated since 2016. This resulted in the process of brake and exhaust emissions test that is done manually in the implementation of bus design testing.

Disposition is the willingness, desire, and tendency of policy actors to make policy seriously. Disposition can be the character and characteristics possessed by the implementer which includes commitment and honesty. From the research, the attitude in the policy implementation of the bus design testing in the Department of Transportation of Malang is already good. The Department of Transportation which also acts as an extension of the Ministry of Transportation is always ready to fully support the implementation of bus design testing policy. To ensure that the implementation of the policy runs in accordance with the instructions from the government, the Department of Transportation is responsible in preparing the examiners, facilities, and infrastructures to carry the bus design testing in Malang.

The bureaucratic structure according to Edward III (in Winarno, 2016: 177) is consisted of some aspects such as Standard Operational Procedure (SOP) and fragmentation between organizational units. SOP becomes the guideline for every implementer so that in the execution of policy, they do not deviate from the goal and target. Based on the results of observations and interviews in the field, the implementation of bus design testing policy in the Department of Transportation of Malang does not have a standard procedure in the form of technical guidance. The implementation of the design testing is still based on the Decree of the Minister of Transportation Number 9 of 2004 regarding the Test on Motor-Typed Vehicle. Furthermore, Edward III (in Agustino, 2006: 153-154) said that fragmentation is the division of responsibilities of a policy among organizational units. Responsibility in a policy area is often widespread among some organizations. This responsibility is in the form of providing counseling, training, and service. The factor of fragmentation in the implementation of bus design testing in Malang can be seen from the division of tasks when performing services in the field. Based on the results of interviews, the relationship between the implementers of

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bus design testing policy in Malang and the Department of Transportation of East Java Province as well as between the Department of Transportation of Malang and UPTD of Motor-Type Vehicle Testing has been in a good coordination and cooperation. The Department of Transportation of East Java Province and the Department of Transportation of Malang acts as an extension of the central government who is responsible for preparing human resources of the examiners in understanding and implementing the bus design testing at the local level and implementing the supervisory function to the relevant UPTD. Both of which also responsible to follow the guidance or training held by the Ministry of Transportation as a policymaker.

CONCLUSION

The implementation of bus design testing policy in the Department of Transportation of Malang has not run effectively yet. This can be seen from the external communication that has not been done to the bus assembly company which resulted in misunderstanding and misinterpretation of the content of the policy. In addition, the lack of certified examiners and the state of some damaged test equipment make the testing process impossible to be performed quickly. This also makes the process not in accordance with the testing procedures. Lastly, the absence of internal SOP as technical guidelines hampers the testing process. Therefore, some things that can be done to overcome these problems are to hold policy and mechanism socialization of bus design testing to bus assembly company in Malang, add the certified examiners, repair the damaged equipment or provide new equipment, and make internal SOP as a guidance in the implementation of bus design testing in the Department of Transportation of Malang.

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