

## **Bedag Levy Terminal at Fasum Type C Public Passenger Car (PPC) (Policy Implementation Study Based on the Nganjuk Regency Regional Regulation Number 6 of 2018 concerning Business Services Levy)**

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### **ABSTRACT**

*Implementation of the business services levy policy is an effort to increase local original income. In this case, it is the bedag levy at the Berbek Type C Public Passenger Car (MPU) terminal, Nganjuk Regency, East Java.*

*The formulation of the research problem is How is the implementation of the bedag levy at the Type C Public Passenger Car (MPU) terminal in Nganjuk Regency, and what are the supporting and inhibiting factors in the Implementation of the bedag levy at the Type C Public Passenger Car (MPU) terminal in Nganjuk Regency? . This research aims to describe and analyze the implementation of the bedag levy as well as supporting and inhibiting factors in the implementation of the bedag levy at the Type C Public Passenger Car (MPU) terminal in Nganjuk Regency. Type of qualitative descriptive research with data analysis techniques using the Interactive Model of Miles, Huberman, and Saldana.*

*The results of the research revealed that the implementation of the bedag levy policy at the Berbek Type C Public Passenger Car (MPU) terminal was examined using the implementation framework of George Edward III.: First, clear and consistent communication. However, officers still found inconsistencies in handling bedag tenant violations; second, adequate resources, including human resources, budget, authority, information and supporting facilities/means. However, it was found that there were limited budgets, supporting facilities and human resources; third, the attitude and commitment of the Nganjuk Regency Transportation Service is demonstrated by taking strategic steps, such as: Socializing levy policies both internally (implementors) and externally (bedag renters), preparing Standard Operational Procedures (SOP) for Levy Collection, making innovations in e-payments. - levies and payment methods Quick Response Code Indonesian Standard / QRIS, building cooperation with Bank Jatim to provide quality services to the community through e-retribution payment methods, planning the development and improvement of bedag terminals through repairing damaged ones, expanding bedag volumes, branding bedags with the same paint color (uniform), planning the development and improvement of human resources (implementors) by increasing skills and competencies, especially for freelance daily workers (THL), including proposing to increase the status of THL to PPPK so that it has strict authority boundaries.*

**Keywords:** Public Passenger Car, Quick Response Code Indonesian Standard, Retribution.

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### **1. INTRODUCTION**

Regulation of the Minister of Transportation of the Republic of Indonesia Number: PM 24 of 2021 concerning the Implementation of Road Transport Passenger Terminals, article 31 states that the construction of a passenger terminal must provide terminal facilities that meet safety and security requirements. The existence of toilets, restaurants, trading facilities, shops, and/or lodging facilities are part of the public facilities which function to support activities at the terminal. One of the public facilities (fasum) provided at the Type C Public Passenger Car Terminal (MPU) in Nganjuk Regency is bedag. There are also those who call it powder, namely a shop/kiosk as a place to sell in the terminal location or in other permitted places which are separated from one place to another starting from the floor, walls, ceiling/ceiling and roof which are fixed or permanent. as a place to sell goods or services.

These departments support activities at the terminal, and are also an effort by the regional government to develop small and medium businesses to help the community's economy. Meanwhile, for regional governments, the

departments spread across 5 (five) Type C MPU terminals in Nganjuk Regency are also a source of Regional Original Income (PAD) to finance the administration of regional government. In other words, these bedags become the object of regional levies. This is stated in Nganjuk Regency Regional Regulation (Perda) Number 6 of 2018 concerning Amendments to Nganjuk Regency Regional Regulation Number 07 of 2011 concerning Business Services Levy (Law, 2018). This Regional Regulation regulates the amount of levies for the use of regional assets, including the levy rates for each type of service. In fact, since 2023, the bedag levy collection service by Nganjuk Transportation Service officers has switched from a manual system to a digital system, namely E-Retribution, which is an information system that can be accessed online and contains levy payment transactions from bedag renters.

However, in monitoring carried out by researchers, several violations were found by the tenants, including first, the tenants transferred bedag to another party at a higher value without the knowledge of the management, namely the Nganjuk Regency Transportation Service; second, there are business activities that are not in accordance with the permit issued by the Nganjuk Regency Transportation Service; third, there is an increase in the size of the bedag due to independent development without the knowledge of the permit giver but the levy still refers to the old size.

Based on this background, it is necessary to carry out research regarding "Bedag Levy on Type C Public Passenger Car Terminal Facilities (MPU) (Implementation Study Based on Nganjuk Regency Regional Regulation Number 6 of 2018 Concerning Business Services Levy)."

## **2. LITERATUR SURVEY**

### **2.1 Public Policy Implementation**

William N. Dunn said that public policy is a series of interconnected choices made by government institutions or officials in areas involving government duties, such as defense, security, energy, health, education, public welfare, crime, urban and others (Harbani Pasolong, 2017)

Thomas R. Dye, said that public policy is whatever the government decides to do or not do something. The "whatever" in question can be regulations (in various hierarchies), including their translation into various operational instructions, program and activity plans, actors/performers and target groups (Sadhana, 2011: 169).

Public policies that have been decided by the government are then implemented or carried out. According to Anderson (Tahir, 2015) states that in implementing a policy there are four aspects that must be considered, namely: 1) Who is involved in the implementation; 2) The nature of the administrative process; 3) Compliance with a policy; 4) Effect or impact of implementation. In other words, a policy or program must be implemented to have the desired impact or goal. In a broad sense, policy implementation is seen as a public administration tool where actors, organizations, procedures, techniques and resources are organized together to carry out policies to achieve the desired impact or goal (Sadhana, 2011: 169). Although in practice, these impacts do not always match expectations and even completely unexpected impacts emerge (intended risks and unintended risks).

Thus, policy implementation is the implementation of policies; and/or implementation of development or implementation of development programs. For this reason, there are many variants of policy implementation models. However, the implementation model used in this research is the Implementation Problem Approach model according to George Charles Edwards III. In his book entitled *Implementing Public Policy*, published in 1980, Edwards III stated that the implementation process is:

"...the state of policy making between the establishment of a policy (such as the passage of a legislative act, the issuance of an executive order, the handing down of a judicial decision, or the promulgation of a regulatory rule) and the consequences of the policy for the people whom it effects."

According to Edwards, implementation is a stage in the policy process that is between the stages of policy formulation and the results or consequences caused by the policy (output, outcome). Implementation activities consist of planning, funding, organizing, hiring and firing employees, negotiations, etc.

These four variables, namely communication, resources, disposition or attitude of implementers, and bureaucratic structure are interconnected and influence each other in determining the success or failure of implementation.

a) Communication: built/carried out since formulation, so that the content or material that will become the "soul" of a policy can be known and adapted to the demands of developing needs. Communication (transmission of information) is needed so that decision makers and implementers are more consistent in implementing every policy

that will be implemented in society. There are three indicators of successful communication in the context of public policy, namely:

(1) Transmission: A policy to be implemented must be distributed to the official who will implement it.

(2) Clarity: Clarity of the objectives and methods to be used in a policy is absolute so that it can be implemented as decided.

(3) Consistency: Effective implementation requires not only clear but also consistent communication. The transmission process is good, but inconsistent commands will confuse the implementer.

b) Resources: the scope includes human resources, supporting facilities and also the budget

c) Disposition: the attitude and commitment of the implementer towards the policy or program that must be implemented because every policy requires implementers who have a strong desire and high commitment to be able to achieve the expected policy objectives.

d) Bureaucratic Structure: describes the work mechanism established to manage the implementation of a policy. Edward emphasized the need for a Standard Operating Procedure (SOP) that regulates the flow of work between implementers, especially if program implementation involves more than one institution.

## **2. 2. Regional Retribution**

Regional levies, hereinafter referred to as levies, are regional levies as payment for certain services or permits which are specifically provided and/or granted by the Regional Government for the benefit of individuals or entities. Services are Regional Government activities in the form of businesses and services that result in goods, facilities or other benefits that can be enjoyed by individuals or entities. Business Services are services provided by the Regional Government by adhering to commercial principles because basically they can also be provided by the private sector.

The main characteristics of regional levies are: a. Collection is carried out by the regional government b. The levy is in the form of a reward for services provided by the local government. Applicable to people who use services provided by the local government. In accordance with District Regulation. Nganjuk Number 6 of 2018 concerning Amendments to Nganjuk Regency Regional Regulation Number 07 of 2011 concerning Business Services Levy, what is meant by Business Services Levy is a levy for services provided by the Regional Government adhering to commercial principles because basically they can also be provided by the sector private.

## **2. 3. Type C terminal**

Based on the Regulation of the Minister of Transportation of the Republic of Indonesia Number PM 24 of 2021 concerning the Implementation of Road Transport Passenger Terminals, a terminal is a public motor vehicle base used to organize arrivals and departures, boarding and dropping off people and/or goods, as well as changing modes of transportation. In Article 16, letter c, Type C Passenger Terminal Location: 1. connected to the road network development plan with the required capacity; and 2. located within the urban/rural route network. Article 24 (1) Types and classes of Passenger Terminals according to their service role are grouped into types consisting of: a. Type A Passenger Terminal; b. Type B Passenger Terminal; and c. Type C Passenger Terminal. In paragraph (6) Type C Passenger Terminal as referred to in paragraph (1) letter c is a Terminal whose main function is to serve public motorized vehicles for urban or rural transportation and can be combined with other mode nodes.

Terminal facilities are contained in the Regulation of the Minister of Transportation of the Republic of Indonesia Number: PM 24 of 2021 concerning the Implementation of Road Transport Passenger Terminals. Article 31 (paragraph 2) states that the provision of terminal facilities as referred to in paragraph (1) includes: main facilities and supporting facilities. Supporting Facilities as referred to in article 31 paragraph (2) letter b above are facilities provided at the terminal to support the main activities of the terminal. Supporting facilities as intended in article 42 paragraph (1) can be in the form of Fasum facilities (article 42 paragraph (2) letter g) which include: a. toilet; b. restaurant; c. telecommunications facilities; d. vehicle crew rest area; e. air and noise pollution reduction facilities; f. air and exhaust gas quality monitoring facilities; g. cleaning facilities; h. public vehicle light repair facilities; i. trade facilities, shops; and/or j. Lodging facilities (Minister of Transportation & Indonesia, 2021)

### 3. RESEARCH METHODS

#### 3.1 Research Approach

This research uses a qualitative descriptive research method, namely a method used to search for elements, characteristics, properties of a phenomenon starting with data collection, analyzing and interpreting it (Suryana, 2012).

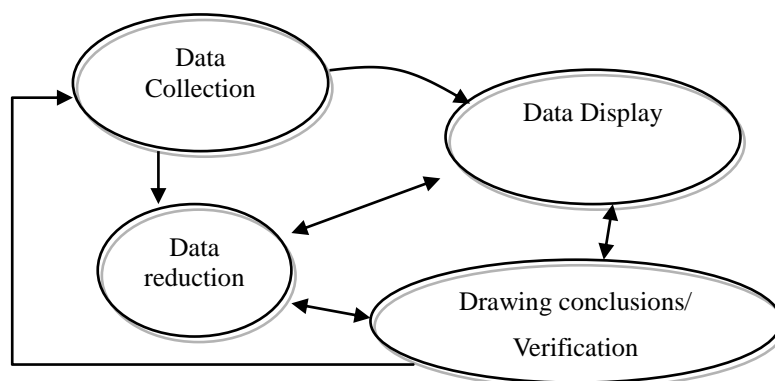
The scope of this research is the implementation of bedag levies. Specifically, the researcher discusses four variables that influence the implementation of a public policy, namely: communication, resources, disposition or attitude of the implementer and bureaucratic structure, as well as supporting and inhibiting factors in the implementation of bedag levies at the MPU Type C public terminal in Nganjuk Regency. This research took 14 (fourteen) calendar days to collect data, 14 (fourteen) calendar days to process research data.

#### 3.2 Research Location

This research took place in Bedag, which is the Berbek Type C MPU terminal facility located in Berbek District, Nganjuk Regency. The determination of the Berbek terminal as the research location was based on the following considerations: first, because at this location there were frequent violations of permits for the use of bedag; secondly, the location mentioned above has the largest number of bedags and contributes more to Nganjuk Regency's Original Regional Income (PAD) from business service fees.

#### 3.3 Data Collection and Data Analysis Techniques

Data was collected through interviews, observation and documentation. The data analysis technique in this research uses interactive analysis techniques developed by Milles and Huberman in Sugiyono (2014: 244), namely data reduction, data display, and conclusion drawing / verification.



**Figure 1: Milles and Huberman Interactive Model Data Analysis**  
 Source: Qualitative Data Analysis (Sugiyono 2014: 244)

To obtain data validity (Lincoln and Guba: 1985:301-308) refers to four criteria, namely (1) credibility (degree of trust) which includes allocating sufficient time in the field, carrying out triangulation to strengthen references and checking research findings; (2) transferability which includes using adequate samples, constantly comparing power, looking for empirical events regarding similar contexts; (3) Dependability through examination of field data; (4) Confirmability (certainty) through data collection, ethical-emic confirmation, discussions with research subjects, paying attention to research ethics and re-checking research results.

### 4. RESULTS AND DISCUSSION

#### 1. General description of Berbek Type C Terminal, Nganjuk Regency

The Transportation Service has the main task of assisting the Regent in carrying out some of the regional household affairs in the field of transportation which include planning, implementation, evaluation, management, coordination and controlling all activities in the transportation sector, including affairs of the public passenger car terminal. Terminal management becomes a separate service unit called the Service Technical Implementation Unit (UPTD)

which is a technical implementation element which has the task of carrying out some of the duties of the Transportation Service in the field of terminal services.

Apart from that, to carry out its duties and functions, the Nganjuk Regency Transportation Service is supported by 65 employees with qualifications based on education level as follows; University graduates were 44.6%, high school graduates 44.6%. However, there are still elementary and middle school (basic level education) at 10.8%. Specifically for human resources managing the MPU Type C terminal in Nganjuk Regency, there are 22 (twenty two) personnel. Of the 22 (twenty two) personnel, there are 8 (eight) employees who come from Civil Servants (PNS) while the remaining 14 (fourteen) personnel come from Casual Daily Workers (THL).

Apart from being a route network node in providing community services when traveling by public transport, the Type C MPU Terminal is also a Regional Original Income (PAD) generating unit through Terminal Retribution. Levies are imposed on public transport that enters and uses the facilities inside the terminal as well as the bus stations around the terminal.

Bedag is one of the facilities supporting activities at the Type C Public Passenger Car (MPU) terminal in Nganjuk Regency and is one of the contributors to local revenue. The provisions regarding levies for business services, including Bedag, are regulated through Nganjuk Regency Regional Regulation Number 6 of 2018 concerning Amendments to Nganjuk Regency Regional Regulation Number 07 of 2011 concerning Business Services Levy. The structure and amount of the terminal levy for business activities, namely kiosks/public passenger car (MPU) terminal buildings, is IDR. 2000,-/m<sup>2</sup>/month. To get an idea of the implementation of the Bedag Retribution at the Public Passenger Car Terminal/MPU Type C facility in Nganjuk Regency, the researcher chose one of the 5 existing Type C terminals, namely the Berbek Type C terminal.

Berbek Type C Public Passenger Car Terminal (MPU) is located in the south of Nganjuk City, precisely on Jl. Kawi District. Based on researchers' observations, the Berbek Type C Public Passenger Car (MPU) terminal has a strategic location because it is in the city center of Berbek District. Apart from that, this terminal is also close to the Berbek market, making this terminal always busy due to community economic activities. At the MPU Type C terminal there are also facilities available in the form of toilets, parking for two-wheeled vehicles and motorbikes.

This research data shows that the available bedags are 32 (thirty two) units with an area per unit between 18.21 m<sup>2</sup> to 30.40 m<sup>2</sup>. The total area of the bedag identified in the levy payment is 756,355 m<sup>2</sup>. The number of bedag renters is 32 (thirty two) people who have rented for more than one (1) year. The business activities carried out are shopping/grocery, selling bread, bakery, noodle milling, meat selep, selling charcoal, selling drinking water, basic food stores, selling chicken meat, tailors, shops, joinery/welders, craft warehouses, selling food and farm shop. Contribution to local revenue (PAD) from levies collected by the Transportation Service per year is IDR. 18,152,520,-. (eighteen million one hundred fifty two thousand five hundred and twenty rupiah) or around 40.7% of the total Bedag Terminal Retribution Revenue in 2023 amounting to IDR 44,622,240.

Efforts made to increase terminal bedag levy revenue are by repairing and dismantling the bedag, re-measuring and increasing the area of the bedag in the next levy. Apart from that, we also repair damaged bedags and arrange the beauty (aesthetic aspect), namely painting the bedags with a uniform paint color.

## 2. Implementation of bedag levies at the Berbek Type C MPU Terminal

The focus of this research uses four indicators of public policy implementation according to George Edward III, namely: communication, resources, disposition or attitude of implementers and bureaucratic structure. Also discusses supporting and inhibiting factors in implementing the bedag levy policy at the Berbek Type C MPU terminal.

### a. Communication

Communication is a reciprocal relationship between the information provider, namely the implementers of the bedag levy policy, and the recipients of information, namely the bedag tenants, regarding the bedag levy policy at the Berbek Type C MPU terminal. Communication according to George Edward III implies three aspects, namely transmission, clarity and consistency. These three aspects of policy communication can be described as follows:

1) Transmission: distribution of the contents of the policy regarding bedag levies to both implementers and bedag renters in order to obtain an understanding. The transmission process is carried out by the Nganjuk Regency Transportation Service through the socialization of retribution policies. Socialization is carried out before

implementing the policy, during the implementation of the policy, both internally with the implementers and with parties related to the policy, namely bedag tenants.

2) Clarity:

To make it easier for bedag officers and renters to understand the bedag levy policy, a Standard Operational Procedure (SOP) for Levy Collection has been created. Apart from that, the payment method using E-Retribution (electronic levy) uses the Quick Response Code Indonesian Standard (QRIS) so that bedag tenants have more freedom and ease in making payments.

3) Consistency: that orders given in implementing a policy must be consistent and clear to be implemented or carried out. The Nganjuk Regency Transportation Service has made efforts to consistently implement the contents of policies regarding levies and allocation of bedag. However, there are still violations of bedag rental regulations and policies, namely bedag tenants transfer ownership rights (bedag contracts) unilaterally with other tenants; One tenant can have several buildings, and tenants even use the land and buildings permanently in the Berbek Type C Terminal area. This shows that consistency is not only in the suitability of levy collection procedures but also the attitude and strict sanctions against bedag tenants who violate them.

According to one informant, verbal warnings have been given to bedag tenants who violate them, but there are no strict sanctions regarding the consequences of violations for tenants. Due to the reality of these violations, the Head of the Transportation Service plans to demolish all the bedags in an effort to renew the ownership rights of the bedag contracts and give opportunities to new tenants.

Analysis of the reality of implementing the bedag levy policy at the Berbek type C terminal strengthens the opinion of George Charles Edwards III (in Agustino, 2016) that communication has an important role/function to determine the success of public policy in its implementation. Communication is an activity that results in other people interpreting an idea/idea, especially what is intended by the speaker or writer through a common system, whether with symbols, signals or behavior. Communication (transmission of information) is needed so that implementers are more consistent in implementing every policy in society.

b. Resource

Resources are an important factor in policy implementation which include the number of staff, the expertise of the implementers, relevant and sufficient information, the existence of authority, and the existence of supporting facilities that can be used to carry out program activities such as funds and infrastructure for implementing the bedag levy policy at the terminal. Berbek Type C MPU.

1) Human resources

The main resources in policy are apparatus/employees or human resources. In general, the human resources managing the Type C MPU terminal in Nganjuk Regency number 22 (twenty two) personnel. Of the 22 (twenty two) personnel, there are 8 (eight) employees who come from civil servants (36.4%), while the remaining 14 (fourteen) personnel come from freelance daily workers (63.6%).

The composition of terminal managers has an impact on the implementation of levy policies; such as the ability to absorb information obtained relating to how to implement a policy, supervision and ability to resolve problems faced in the field. Because THL has limited authority, the competencies it possesses do not match the field of work due to different levels of education and majors. As stated by George Charles Edwards III (in Agustino, 2016) that the human resources needed for implementation are staff, whose numbers and abilities are in accordance with what is needed.

2) Availability of information

Information is an important resource for policy implementation. There are two forms of information, namely information about how to complete policies/programs so that implementers must know the actions taken and information about data supporting compliance with government regulations or laws. The explanations of the informants in this research confirmed that the source of information on how to implement the retribution policy was Nganjuk Regency Regional Regulation Number 6 of 2018 concerning Business Services Levy. Furthermore, the Regional Regulation on Retribution becomes a reference or guideline in preparing the implementation mechanism in the form of Standard Operating Procedures (SOP) so that every implementor and the community (bedag tenants) understand the steps.

3) Authority

Based on the data from this research, in accordance with the SOTK of the Regional Government of Nganjuk Regency, the Transportation Service has been given full authority to implement the contents of the regional levy regulations, including bedag levies at the Berbek terminal. The authority of the Transportation Service in implementing retribution policies includes determining methods and strategies to meet targets determined by the Regional Government. Among them is the limited number of State Civil Apparatus which can be overcome by using freelance daily workers (THL). However, there are limits to the authority of THL, so that when violations occur in implementing the contents of the policy, the THL cannot directly intervene or supervise the activities of the THL. bedag tenants.

The reality above shows that the authority possessed by implementors, including field officers (collectors), has an impact on the success of implementing public policy. For this reason, the commitment and consistency of the Transportation Department as the person responsible for the Regional Retribution Regulation can be a guarantee of successful implementation

#### 4) Supporting facilities and infrastructure

Physical facilities as supporting facilities and infrastructure include buildings, land and facilities at the Berbek Type C MPU terminal. It was found that the infrastructure supporting terminal activities was quite complete, but many of the physical infrastructure of the bedags that were rented out were damaged, giving rise to the negative issue that so far the government had only collected fees without paying attention to the physical condition of the bedag buildings. Apart from that, there are no facilities to support office administration activities such as computers or laptops. However, bedag levies already use the E-Retribution method with a payment method using Q-RIS so that it is more practical, effective, efficient, transparent and accountable. This innovation is the result of collaboration with Bank Jatim.

The reality of e-retribution services above shows that there is innovation in public services. Law Number 23 of 2014 concerning Regional Government defines regional innovation as all forms of renewal in the administration of regional government. Then in chapter II of the Government Regulation of the Republic of Indonesia Number 38 of 2017 concerning Regional Innovation, it is regulated regarding the forms and criteria of Regional Innovation that one form of Regional Innovation is public service innovation, which is innovation in providing services to the community which includes the process of providing public goods/services and innovation in types and forms of public goods/services.

#### c. Disposition/attitude of the implementer

The data from this research illustrates that the attitude and commitment of the Nganjuk Regency Transportation Service apparatus is demonstrated by seriousness and sincerity in implementing the terminal levy policy through the various activities they carry out, such as:

- Socialization of levy policies both internally (implementors) and externally (beg tenants).
- Preparing Standard Operational Procedures (SOP) for Levy Collection
- Carry out innovations in payments using e-retribution and QRIS payment methods
- Building cooperation with Bank Jatim to provide quality services to the community through the e-retribution payment method.
- Planning the development and improvement of the terminal bed through repairing damaged areas, expanding the volume of the bed, branding the bed with the same paint color (uniform)
- Plan the development and improvement of human resources (implementors) by increasing skills and competencies, especially for Casual Daily Workers (THL), including proposing to increase the status of THL to PPPK so that it has firm limits of authority.

#### d. Bureaucratic structure

The bureaucratic structure describes the division of authority, relationships between organizational units and so on. In this way, there are two important aspects in the bureaucratic structure, namely (1) mechanisms or standard implementation procedures (standard operating procedures or SOPs), and (2) fragmentation.

According to Winarno (2005:150), Standard operational procedure (SOP) is a development of internal demands for certainty of time, resources and the need for uniformity in complex and extensive work

organizations. And fragmentation is the distribution of responsibility for a policy across several different bodies, requiring coordination.

So, effective implementation not only requires clear but also consistent communication. The transmission process is good, but inconsistent commands will confuse the implementer. Many things cause inconsistent policy direction, including: the complexity of the policies that must be implemented; difficulties that arise when starting to implement new policies; the policy has multiple goals and objectives, or conflicts with other policies; the influence of various interest groups on the issues brought about by the policy. Apart from that, disposition is the attitude and commitment of the implementer towards the policy or program that must be implemented because every policy requires implementers who have a strong desire and high commitment to be able to achieve the expected policy goals.

## **2. Supporting and Inhibiting Factors for the Implementation of the Bedag Levy at the Berbek Type C MPU Terminal**

Based on research data obtained through interviews, observations and document searches, it was found that the implementation of a policy is not always smooth. There are factors that support policy implementation, but there are also factors that hinder it, both from internal implementers and external ones.

### **a. Supporting Factors for Implementing the Bedag Retribution Policy**

Supporting factors act as motivation and capital to remain consistent in carrying out certain things. This is the case in implementing the bedag levy policy at the Berbek type C terminal, Nganjuk Regency.

#### **1) Internal supporting factors :**

Internal supporting factors from the Transportation Department that support the implementation of the bedag levy policy at the Berbek Type C MPU terminal are:

- there is thorough preparation through internal socialization of implementers, both leadership elements responsible for activities and field officers so that they understand the contents of the policy, the purpose of collecting levies, the amount of levy rates and procedures for collecting levies.
- The Transportation Service prepares clear information regarding mechanisms and processes by creating Standard Operational Procedures (SOP).
- There is innovation in services through technological intervention in levy payments, namely the E-Retribution system with a payment method using Q-RIS, making it easier for tenants,

#### **2) External Supporting Factors**

The external supporting factors referred to are supporting factors originating from outside the Department of Transportation that support the implementation of the bedag levy policy at the Berbek Type C MPU terminal, namely:

- There is support from bedag tenants for the implementation of bedag levy regulations which is expressed through the enthusiasm of tenants following the socialization.
- Bedag tenants also care about maintaining and maintaining the bedag building physically, so that it remains fit for use.
- The formation of an association of bedag tenants to make coordination and organization easier.

This shows the concern and cooperation between the Transportation Service and bedag tenants which is the force that determines the success of implementing the levy policy. This condition is in line with the limitations of implementation in Webster's Big Dictionary (Abdul Wahab, 2006), namely to implement (implement) means to provide the means for carrying out (to provide the means to carry out something), and to give practical effect to (to cause an impact/ consequence of something).

### **b. Factors Inhibiting the Implementation of the Bedag Retribution Policy**

An inhibiting factor is something that can influence a person/implementor in implementing a policy which can have an unfavorable impact/hinder the achievement of implementation goals.

#### **1) Internal Inhibiting Factors**

Based on the analysis and discussion of the results of interviews, observations and searches of research documents, internal inhibiting factors were found, namely: inconsistency in the policy implementation process/lack of firmness in taking action against violations, lack of competent state civil servants/permanent



employees, lack of THL competence; THL's limited authority to intervene in problems in the field, limited budget for maintenance of facilities and infrastructure supporting the implementation of the bedbag levy policy at the MPU Type C terminal, such as many damaged bedbags needing repair.

## 2) External Inhibiting Factors

The external inhibiting factors referred to are inhibiting factors originating from outside the Transportation Department, in this case the bedbag renter, namely:

- Bedag renters act fraudulently because they register under different names (even though they are husband and wife), thereby preventing other people who want to have the opportunity to rent bedbag as a place of business.
- There is a tenant who transfers the rental rights to another person without the officer's knowledge.
- The absence of sanctions for bedbag tenant violations creates the assumption that it is normal (no longer seen as a violation)

Observing the findings of the supporting and inhibiting factors above, it can be said that communication, resources, disposition/commitment and bureaucratic structure are four important factors that determine the success of implementing a policy. Likewise with the implementation of the bedbag levy policy at the Berbek type C terminal, Nganjuk Regency. The occurrence of fraud and violations of retribution policies in the form of underhanded contracts carried out by bedbag tenants against other parties at the MPU Type C terminal has been going on for quite some time, showing the helplessness of the local government. Apart from that, the government's indecisiveness (in this case the Department of Transportation) to take disciplinary steps can justify the notion of negligence because the government's orientation is focused on achieving the target for collecting bedbag levies.

Basically, policy implementation requires the presence of the government in providing services to solve problems that occur through effective, efficient, transparent and accountable services. As mentioned in the previous discussion in focus one, one of the causes of fraud is the lack of consistency of the Transportation Service in implementing existing regulations. This is in line with the opinion of George Charles Edwards III, 1980 (in Agustino, 2016);" ...Effective implementation not only requires clear but also consistent communication. The transmission process is good, but inconsistent commands will confuse the implementer".

## 1. CONCLUSION

The research results revealed that the implementation of the bedbag levy policy at the Berbek Type C MPU terminal was examined using George Edward III's implementation framework:

First, clear and consistent communication. However, officers still found inconsistencies in handling bedbag tenant violations; second, adequate resources, including human resources, budget, authority, information and supporting facilities/means. However, it was found that there were limited budgets, supporting facilities and human resources; third, the attitude and commitment of the Nganjuk Regency Transportation Service is demonstrated by taking strategic steps, such as: Socializing levy policies both internally (implementors) and externally (bedag renters), preparing Standard Operational Procedures (SOP) for Levy Collection, making innovations in e-payments. - levies and payment methods Quick Response Code Indonesian Standard / QRIS, building cooperation with Bank Jatim to provide quality services to the community through e-retribution payment methods, planning the development and improvement of bedbag terminals through repairing damaged ones, expanding bedbag volumes, branding bedbags with the same paint color (uniform), planning the development and improvement of human resources (implementors) by increasing skills and competencies, especially for freelance daily workers (THL), including proposing to increase the status of THL to PPPK so that it has strict authority boundaries.

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