

Collaborative Governance: Efforts to Improve the Quality of Public Transportation Services in Indonesia

Hardi Warsono¹, Raden Imam Al Hafis², Halim Dwi Putra³

¹ Dean of the Faculty of Social and Political Sciences, University of Diponegoro Semarang; Email: warsono_hardi@live.undip.ac.id

² PhD Student at the Agency of Public Administration University of Diponegoro, Semarang. Lecturer at riau islamic university; Email: imamalhafis@soc.uir.ac.id

³ Politeknik Negeri Bengkalis, Riau; Email: Halim@polbeng.ac.id

Abstract: Public transportation as public services needed by citizens for daily activities mobilization that have to be provided by the government, in this regard local government. The delivery service proses regulated Law Number 25 of 2009 concerning Public Services. Problems encountered in carrying out the management of Public Transportation in Indonesia, especially in the city of Pekanbaru include the low quality and the existing bus stop facilities. The unavailability of clear information about bus trip stops in accordance with the Minister of Transportation's regulation No. 27 of 2015 that the notice of the Bus Stop is supposed to use audiovisual. The bus stops are not maintained even some bus stops become rubbish dumps. The method used in this research uses a qualitative approach through the process of observation and interviews. The results of this study indicate that there has been an increase in the quality of public services in the field of public transportation in Pekanbaru City. In order to get maximum results, the collaboration between institutions is needed. Among the institutions that should exist and become recommendations for this collaboration, the activity includes 1. The selected actor; 2. Appointed Apparatus; 3. Interest groups; 4. Research organizations; and 5. Mass media.

Keywords: *Public Transportation Services, Trans Metro Pekanbaru, Bus, Collaboration.*

I. INTRODUCTION

Transportation is an important part that cannot be separated from the development of an area, the more developed an area, the greater the accessibility of public transportation. With the presence of adequate public transportation, it will be able to improve and increase population mobility, increase the economic sector that leads to reduced isolation of an area and increase the development of an area (Hafis, 2013; Hafis, 2015).

In the field of transportation, modernization as innovation is needed by the government to reconstruct the service mechanism at the level of public transportation. In an effort to develop the economy and improve the welfare of the people and improve the world of transportation industrialization, they are the foundation of all these activities. Where an increase in the economy of both the region, the nation and the state can be boosted if it has or the availability of good transportation accessibility (Abas, 2012).

The key to the development of a Region, City, Country or Nation can be seen a good, adequate and affordable accessibility system for all levels of society. Transportation is defined as the removal of

goods and people from the place of origin to the destination, the process of transportation is the movement from the place of origin, from where the transport activity begins, to the destination, where the transport activity ends. Transportation can be interpreted as an effort to move, move, transport, or divert an object from one place to another, wherein other places, the object is more useful or can be useful for certain purposes (Miro, 2005). Transportation is the movement of people or goods from one place to another or from a place of origin to a destination using containers that are moved by humans or machines (Ahmad & Ahmad, 2018; Zulfiar, 2010). If we look at and pay attention to developments made in developed countries like Pittsburgh in providing services in the public transportation system of public transportation based on Automatic Passenger Calculation Technology and Automatic Vehicle Location. This provides a systematic way for decision-makers to provide aspects of service including in terms of frequency of passenger stops, passenger waiting times, bus stacking levels, bus travel times to be travelled, timeliness and bus fullness (Xidong, et al. 2018).

The development and progress in the implementation of transportation needs to be supported by the implementers of good and quality policies as well and needs to involve various groups not only from agencies that have been designated as implementing those policies but also the need for community involvement outside the policy implementers as supervisors of the policy so that there are who always monitor what has been done and the extent to which the program is run. As in the case that occurred in Pekanbaru City related to the management of the Pekanbaru Metro Trans Metro Bus. All management activities are carried out by parties appointed by the government in this case the Pekanbaru City Communication and Information Transportation Office which then conducts auctions in the process of managing public transportation. After going through a selection process by the city government, the management of public transportation, the Trans Metro Pekanbaru bus is managed by PT. White Banyan. In the course of its management, currently, the manager of Public Transportation is carried out by PT. Transportasi Madani Pekanbaru (TMP) as one of the Regional-Owned Enterprises (BUMD). If we look at the management carried out in other areas such as Bandar Lampung City, at the beginning of the implementation of this public transportation provision policy (Bus Trans Lampung), the management activities were handed over to the private sector, in this case, Organda (land transportation organization). To support the success of this project, members of the Bandar Lampung City organda gathered in a consortium that had a total of 37 business people (Sulistiyo & Kagungan, 2012; Ahmad & Ahmad, 2019). In 2019, the Lampung Transportation Office signed a Memorandum of Understanding with Damri. In the agreement, the public transportation management activities were submitted to PT. Lampung Jasa Utama (LJU) as many as 20 fleets while 20 fleets are managed by Damri, (Adinata, 2019).

This consortium will manage the operations of the Trans Bandar Lampung BRT. The consortium was given the authority to finance and simultaneously operate the BRT technically without interference from the City Government. Such as the involvement of the private sector to cooperate in managing the transport and the involvement of the community in terms of supervision over the implementation of the policies carried out. Multi-actor partnerships consist of the government that plays the role of a regulator, the private sector supports policies by creating programs for community development, while the community plays a role in the form of participation (Ulum & Rozikin, 2011). What was conveyed by Ulum et al (2011) above illustrates that the involvement of actors both outside the government, in this case, the private sector and the community is very important in the implementation of the policy, so that the policy implementation process can be carried out properly in accordance with the expected goals? In the framework of public service today, the role of

government is no longer as a provider but rather demanded as an open facilitator.

II. METHOD

In this paper, the author focuses on collaborative governance in efforts to improve the quality of public transportation services in the city of Pekanbaru. In this case, the authors start from government institutions in the Agency of Communication and Information Transportation Section of the Technical Implementation Unit of the City of Pekanbaru Urban Transport Office, in this case as the executor in carrying out third-party supervision given the mandate in terms of management of Urban Transport (Bus Trans Metro Pekanbaru) as well as to representatives of the people of Pekanbaru City both from private and government workers, the general public and students who use these public transportation services (Bus Trans Metro Pekanbaru).

In conducting data collection, researchers use triangulation techniques. Triangulation technique is defined as a data collection technique that combines several existing data collection techniques and data sources. The value of data collection techniques with triangulation is to find out the data obtained by convergent, inconsistent or contradictory. Therefore, with triangulation, it is expected that the results obtained can be more consistent, complete and certain. Based on this, the researcher will do it through the following stages:

1. Observation

Observation is used to observe themselves (participant observation) of the problems directly investigated and this observation is made when the first researcher enters the research site, especially in collaborative governance in Efforts to Improve the Quality of Public Transportation Services in Pekanbaru City. Then record and tell the behaviour and events as the actual situation. Observation techniques are useful to ensure that the data are in accordance with reality in the field or as comparative data and as a basis for conducting interviews about the problems observed in the responses that are key informants and the public as recipients of the results of the implementation of urban public transportation management.

2. Interview

Regarding interview techniques, Esterberg in Sugiyono (2012) states that "interviewing is at the heart of social research. If you look almost any sociological journal, you will find that much social research is based on interviews, either standard or more in-depth ". In the interview in this study three types of interviews were taken, namely:

a. Structured interview

Used as a data collection technique when the researcher or data collector already knows for certain about what data he will obtain. So, in this case, the data collector can also use tools such as tape recorders, brochure drawings, and other material that can help the interview run smoothly.

b. Semi-structured interview

This type of interview is included in the in-depth interview category, which in its implementation is freer than structured interviews. In conducting interviews researchers need to listen carefully and record what is said by the informant.

c. Unstructured interview

Free interviews where researchers do not use interview guidelines that have been arranged systematically in full for the collection of data.

3. Documentation

The documentation referred to in this paper is a record of events that have passed related to this research, whether in the form of writings, drawings, or monumental works of a person.

III. DISCUSSION

Public Transportation Services in Pekanbaru City

Services can basically be defined as the activities of a person, group or organization to meet needs, both directly and indirectly. Public service programs are one of the responsibilities and roles of state administration. Work is to provide the work needed by the community in all matters. In Lovelock's (1992) service, Albrecht's view is a complete organizational strategy that provides quality of service provided by service users as the main driver of business operations. In addition, Monir (2008) said that service is the process of meeting needs directly through the actions of others. While the Minister of Administrative Reform said that services in the sense of serving the needs of the community are all types of service operations in the form of goods or services. Meanwhile, according to Gronroos (1990), service is an invisible (untouchable) operation or set of activities that result from interactions between customers and employees or other services performed by service providers to solve customer problems. According to Sinambela (2006), public services such as government activities to a number of people who have any task that helps in a group or cohesion, and offers satisfaction even though the results are not physically connected with the commodity. In addition, the view of Kurniawan (2005) notes that the provision of services (serving) the needs of other people or individuals who have interests in the organization in accordance with the basic rules and procedures that have been developed.

Before the presence of public transportation (Bus Trans Metro Pekanbaru), the new transportation for public transportation was only filled by oplets other names from public transportation, city buses. In the existing transportation service activities, these two transportation facilities are widely used by the majority of the community, especially school children. However, the service activities provided did not provide comfort, safety and vehicle worthiness aspects for passengers. Comfort aspects such as entering the passenger exceed the capacity of the vehicle, so loud music. Security aspects such as being vulnerable to sexual harassment for women, theft, frequent speeding without thinking about traffic safety, intimacy, stopping to raise and lower passengers at any place. The feasibility aspect is usually the vehicle used without any emission tests issued by the relevant Agency.

With the inauguration of the Bus Trans Metro Pekanbaru in 2009, it will add to the list of public transportation available in the service sector in the field of public transportation that has dominated so far. With a relatively affordable price and provide comfort, measured travel time, the clarity of the route taken certainly makes people prefer to use the Trans Metro Pekanbaru Bus as an alternative that must be utilized to fulfil transportation activities. For more details, figure 1 below is a route service provided by the Pekanbaru City Transportation Agency from the Pekanbaru Trans Metro Bus service.



Figure 1. Trans Metro Pekanbaru Bus Service Route

Collaborative Governance: Improving the Quality of Public Transportation Services

The government does not only rely on internal forces to implement policies and programs. Limited capacity, assets, and networks that support the implementation of programs or policies enable the government to work with various parties, to build cooperative collaboration in achieving program or policy goals, both with fellow governments, the private sector, the public sector and civil society, (Purwanti, 2016). Collaborative Governance exists as an alternative in accelerating the implementation of quality public transportation services. Because basically, the concept of Collaborative Governance conveys that there is a process in it that involves various stakeholders in carrying out the interests of each agency in the process of achieving the determined / agreed goals, (Cordery, 2004; Hartman, et al, 2002). The view (Ansell & Gash, 2007) says that Collaborative Governance is a regulatory activity that regulates one or more public institutions directly involved with non-public stakeholders in a collective decision-making process that is formal, consensus-oriented, and deliberation with the aim of making or implementing public policy or managing programs or public assets.

The definition above is formulated into several important points, including:

1. The existence of public institutions and actors in public institutions that initiate in these activities and involve actors from nonpublic or outside the government to become participants in these activities.
2. The involvement of participants in the process of making and decision making and non-public actors can be a reference in making and making these decisions.
3. Joint activities and the nature of the forum are formally organized.
4. Consensus-oriented.
5. The nature of collaboration is more about public policy and public management.

From the point above, the views of Ansell and Gash (2007) only focus on the involvement of both public and nonpublic actors who participate in both the process of making and making consensus decisions. While the views of Agrawal & Lemos (2007) in Emerson, et al (2011) convey different views about the concept of collaborative governance which is not only limited to the involvement of actors from the public and nonpublic sectors but there is a multi-partner governance consisting of the private sector, society and civil society formed from the role of stakeholders in preparing hybrid work plans such as cooperation between the private-public and private-social sectors. In line with what was stated above, Emerson, et al (2011) provide a view that collaborative governance is the structure of a process and in the management and activities of public policy formulation which involves various actors who have the desire to build and have a vision that is in line with various good levels incorporated in the level of government or public agencies, the private sector, or from the community in the hope of being able to achieve the objectives of existing policies which if carried out only one government agency cannot be carried out to the maximum.

Robertson and Choi (2010) in Kumorotomo (2013) said that collaborative governance is a collective and egalitarian process in which everyone involved in it has substantial authority in the decision-making activity, each stakeholder involved in it has the same opportunity in expressing his hopes in the process. Dwiyanto (2011) said that collaborative collaborative activities in the process of delivering the vision, mission, goals, strategies and activities between the parties but still have authority in making decisions without any intervention and are independent in the management of their organizations even though they are subject to the nature of consensus.

The main objective of Collaborative Governance is to solve certain problems or issues together from parties related to the problem. Parties involved in these activities are not only limited to government and non-government agencies, in the view of good governance the involvement of civil society in the decision-making process or determining the direction of policy is also an important thing to do so that input to problem-solving is also more comprehensive. Purwanti (2016) explained that the emergence of cooperation in the management of a government activity based on the limitations of existing resources, capacity or ability of the government, as well as the network of various parties in supporting maximum results in the implementation of existing problem-solving activities. So that the collaboration of various parties is expected to be able to complete and cover up the shortcomings that exist in the process of implementing these government activities so as to be able to push for the successful achievement of shared goals. In the preparation or process of formulating goals, visions and missions, the prevailing norms and the values that will be applied in the collaborative activity, the position of each party involved is equal in the sense that each party has the authority to make decisions independently although there is the consensus value put forward. According to Emerson, et al (2011) there are three dimensions in Collaborative Governance namely system context, drivers, and collaboration dynamics. For all three dimensions can be seen in the picture below:

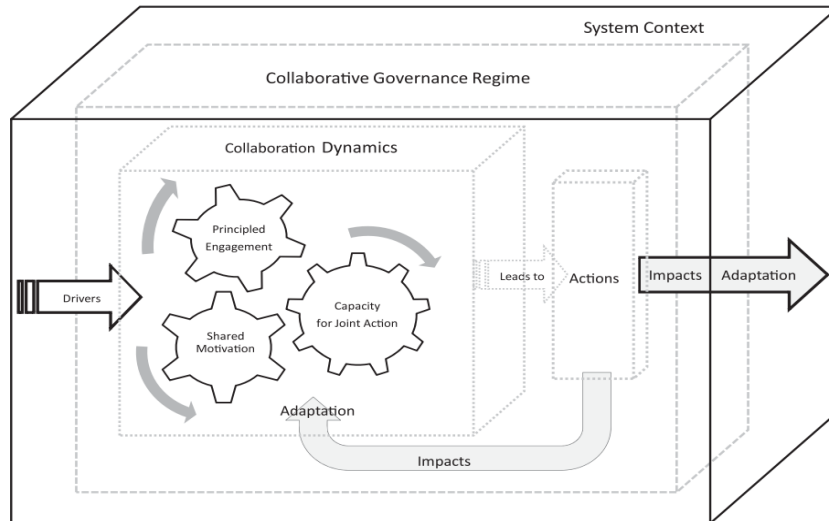


Figure 2. Three dimensions in Collaborative Governance, Source: Emerson, et al (2011)

Following the further explanation of the picture above about the views of Emerson, et al about the dimensions of Collaborative Governance:

1. The first dimension is illustrated by the outer box which is the scope/system of the context that covers it. This first dimension has 7 elements, namely: a) Resource Condition, b) Policy and Legal Framework, c) Level of Conflict/Trust, d) Socio-economics; health; culture; and Variety (Condition portrait), e) Prior failure to Address Issues, f) Political dynamics/power relations, and g) Network connectedness.
2. The second dimension is part of the concept of Collaborative Governance which consists of the dynamics of collaboration and collaborative action. Current conditions at the beginning of collaboration can either facilitate or prevent collaboration between stakeholders and between agencies and stakeholders, many frameworks tend to confuse the context and condition of the system with specific drivers of collaboration. Conversely, a framework that separates contextual variables from important drivers, without encouragement to collaborate will not be successfully revealed. b) Consequential incentives, both internal (resources, interests or opportunities) and external (crisis, threat, situational/institutional opportunities). c) Interdependence, a condition when individuals and organizations cannot achieve something with the efforts and capacities of one party. d) Uncertainty, uncertainty is the main challenge in managing public problems.
3. The third dimension is the dynamics of a collaboration consisting of three components, namely: Principled Engagement, Shared Motivation, Capacity for Join action.

Regarding the actors that exist in the implementation of urban public transportation management policies (Bus Trans Metro Pekanbaru) in Pekanbaru City can be classified based on the opinion of Howlett and Ramesh (1995) that actors in the policy implementation process can mean individuals or groups, where the pattern this behaviour is involved under certain conditions as a policy subsystem. The classification of policy actors is divided into five categories, namely: 1. Appointed officials (elected officials); consisting of the executive and legislative branches, 2. Appointed officials (appointed officials) as assistant bureaucrats; usually a key basis and central figure in the policy process in the policy subsystem, 3. Interest groups (interest groups); governments and

politicians often need information presented by interest groups for the effectiveness of policymaking or to attack their opposition, 4. Research organizations; in the form of universities and expert groups or policy consultants, and 5. Mass media; as a network of crucial relationships between the State and society, as a medium of socialization and communication, reporting problems that combine the passive role of reporters with the role of active analysts as advocating solutions. In the context of this study the explanation related to the actors described by Howlett and Ramesh (1995) can be described as follows:

1. Actors elected (elected officials); which consists of the executive and legislative branches, in terms of managing urban public transportation (Bus Trans Metro Pekanbaru), means the Pekanbaru City Government and the Pekanbaru City DPRD. These two institutions are partners in the public and local policy process.
2. Appointed officials (appointed officials) as bureaucrat's assistants; usually a central figure in the policy process in the policy subsystem. This category of policy actors in the Agency of Transportation which is the most responsible government agency in the process of implementing urban public transport management policies (Bus Trans Metro Pekanbaru) in Pekanbaru City, supported by Bappeda as a local government agency in charge of development planning, and the Pekanbaru Traffic Police Traffic Unit as enforcement of highway traffic during the implementation.
3. Interest groups; based on data obtained in the field, there were no dominant groups in the implementation of the policy of managing urban public transportation (Bus Trans Metro Pekanbaru) in Pekanbaru City. Initially, the management of the Pekanbaru Trans Metro Bus was carried out by auction. From the beginning, the implementation was won by PT. Trans Metro, which only managed for 1 year from 2009 to 2010, after that the following year the auction was won by PT. White Banyan which was carried out from 2010 to 2011. In the following year, the Trans Metro Bus management activity was carried out by the Agency of Transportation Communication and Information of the City of Pekanbaru in the section of Mass Public Transportation Facilities. Furthermore, Organda (Land Transportation Organization) and the long-running City Transport Driver who only want to provide input so that their existing presence can be included in the implementation of public transportation management activities, such as becoming a driver and a new city transportation driver (BTMP)
4. Research organizations (research organizations); for this category in terms of implementing urban public transport management policies (Bus Trans Metro Pekanbaru) in Pekanbaru City, no involvement was found at the university or group of experts and policy consultants.
5. Mass media (mass media); which functions as a medium of socialization and communication between actors, as well as the formation of opinions within the community. In this case, the mass media involved are Riau Television and Radio Rabbani as an electronic media that is already quite familiar in the people of Pekanbaru City and Riau Pos, Tribune as the best-known print media in the local community.

Dimensions of Collaborative Governance and actors in policies conveyed by Emerson, et al (2011) and Ramesh (1995), the authors make an analysis pen in explaining the activities of public transportation services that occur in Indonesia, especially those that occur in Pekanbaru. The principle in the management of public transportation services is in line with the concept of Collaborative Governance which needs to involve various stakeholders in running and producing a

maximum public transportation system for the continuity of the progress of a region.

Based on the above categorization, we can understand that the actors in the implementation of the policy of managing urban public transportation (Bus Trans Metro Pekanbaru) in Pekanbaru City are quite complete, although not all categories proposed by Howlett and Ramesh are found in the field. Of the four categories of actors above, as the most dominant actor in the process of implementing the policy of managing urban public transportation (Bus Trans Metro Pekanbaru), this is the Government with the Transportation Agency as the main agent. The Government's position, in this case, is the party responsible for the formal existence of the policy. This condition can be understood with the theory of Howlett and Ramesh (1995) which states that the Government in most countries is a key player in the policy subsystem, the main task is to lead the country.

Although the role of government is more dominant, there is still room and opportunity for interest groups to participate in the policymaking process. An important component of these interest groups is knowledge for actors, especially regarding information. Because basically the interest groups have complete and detailed knowledge related to information in their area. Whereas bureaucrats and politicians really need this complete and accurate information in making policy. Other actors who should be involved in this management activity are scientific institutions. Due to the inclusion of these scientific institutions, they will provide recommendations to policymakers to adjust existing policies so that they can adapt to the actual conditions of society.

While the mass media, in this case, has a very important role in connecting between government and society along with the development of public problems and solutions provided by the government. The mass media, in this case, tends to be more as a medium of socialization and media for the formation of public opinion related to policies taken by the government. In other words, the media is more of government propaganda media.

According Nugroho (2012) stated that in the mapping of actors the implementation of public policy is as follows:

1. Government. Included in the policies that fall into the category of directed or with regard to the existence of a nation-state. This is called an existential driven policy. Such as Defense, security, justice enforcement policies, and so on. Even though the community is involved, their roles are categorized as peripherals.
2. Government is the main actor, the community supporting actors. Called government-driven policy. Such as KTP and Family Card services involving non-governmental networks at the community level.
3. Community main actors, the government of supporting actors. Called societal driven policy. Such as public services performed by the community, which received subsidies from the government. Including social institutions, to non-government schools.
4. The community itself, which can be called people (or private) driven policy. Such as development policies implemented by the community through various business activities.

If seen from the theory presented by Nugroho mentioned above, that in the policy process of implementing urban public transportation management (Bus Trans Metro Pekanbaru) the dominant actor or main actor involved in the Government, in this case, the Communication and

Communication Agency of the Technical Implementation Unit of the Pekanbaru City Office while the community is only a connoisseur of the policy (People Minority), the community is as a companion. Furthermore, if you look at reality in the field with the opinion of Sabatier (1993) in Mintrom and Norman (2009) that the policy subsystem as a network of individuals who come from various walks of life and private organizations who have an active interest in the problem and implementation of policies in a particular domain.

System Context

From the data obtained it can also be illustrated that the actors in the process of implementing urban public transport management policies (Bus Trans Metro Pekanbaru) in Pekanbaru City are not so diverse, only limited to providing input to the government representing the government, in this case, the Agency of Transportation Communication and City of Informatics, the Technical Implementation Unit of the City Urban Transport Office of Pekanbaru City, pays attention to / does not neglect the important role of urban transportation that has previously been operating for a long time as a partner or empowers the transport worker as a material consideration for policy stabilizers. More firmly Howlett and Ramesh (1995), explained that the policies made by the policy subsystems (policy actors), which consist of actors who participate directly in the policy process that is included in the policy network, policy communities, and implementing another executor. Some of them are fully involved in the policy process, but some are marginally composed. A large number of actors involved results in the complex dynamics of interaction.

Society is an actor who is usually the target of a policy, or in policy, discourse called the target group. The community is categorized into 2 (two) parts, namely: 1) the community in the sense of the target group (beneficiaries), namely those who are the target of the policy; and 2) community in the sense of civil society manifested in the form of non-governmental institutions such as NGOs or other independent institutions. However, in this study, there was no involvement of NGOs in the implementation of urban public transportation management activities (Bus Trans Metro Pekanbaru) in Pekanbaru City. As a target group (beneficiaries), the findings of this study result that the community in this context consists of users of public transportation services (Bus Trans Metro Pekanbaru), those who use trans metro buses daily in carrying out activities as a means of transportation. Like school children, employees, traders, housewives and other members of the community who indeed use the Bus Trans Metro Pekanbaru transportation service. For people in the category of beneficiaries, they are recipients of the impact of government policies. However, in the process of implementing urban public transportation management policies (Bus Trans Metro Pekanbaru) in Pekanbaru City, those who are beneficiaries are not directly involved. In fact, they are more as objects that are positioned must accept whatever will be done by the government.

Drivers

The next finding relates to facilities from the Trans Metro Pekanbaru service device, namely bus stops, which in the field research found bus stops that were turned into garbage dumps by the local community. Based on the results of research on the ground that it happened due to lack of supervision carried out by the transportation Agency regarding existing facilities. Based on the results of clarification conducted by researchers in the field to the relevant parties responsible for the supervision of existing facilities, explained that it was indeed due to lack of supervision carried out due to the breadth of the existing area and the lack of personnel deployed in supervision activities especially with existing facilities. This can be seen in Figure 3. The Bus Trans Metro Pekanbaru

Stop functions as a garbage dump on Jalan Imam Munandar, Harapan Raya, as shown below:



Figure 3. the stop becomes a landfill.

Collaborative Dynamics

The next actor is the private sector, the private sector is an actor with an economic and business interest in policy. This means that economically they are local capitalists who prioritize economic motives in carrying out their activities, but in this study, the information received about the involvement of the private sector in implementing urban public transportation management policies (Bus Trans Metro Pekanbaru) in Pekanbaru City was recorded to only run for a few periods. Related to the implementation of urban public transport management policies (Bus Trans Metro Pekanbaru), the involvement of the private sector is public transportation entrepreneurs who are members of Organda (Land Transportation Organization) and public transportation drivers. The involvement of the private sector in the implementation of urban public transportation management is only at the beginning of the implementation of trans metro bus activities from 2009 to 2010 which is managed by PT. Trans Metro Pekanbaru and from 2010 to 2011 managed by PT. Beringin Putih in terms of the implementation of the management of the Trans Jakarta bus management this Pekanbaru through the mechanism of management tenders given by the City of Pekanbaru to every company that meets the qualifications set by the City Government of Pekanbaru. The involvement of the private sector is only as of the implementing operator while regulating policies and supervision is carried out by the Pekanbaru City Transportation Office or in other words self-management activities. In the current year until now there is no longer any participation of the private sector in management activities other than providing input to the government to pay attention to the existence of public transportation workers who had long operated before the trans metro buses were operational. Public transportation drivers should be involved because they are actors who have been operating for a long time before this trans metro bus existed so that the existence of the Pekanbaru trans metro bus does not pose a threat to them and future disputes. Therefore, in the implementation of the policy of managing public transportation in the city of Pekanbaru, the Metro Transit Jakarta needs to involve public transport drivers in the future operations of Trans Metro buses so that the aspirations of public transportation drivers can be input and consideration as a priority. When viewed from the discourse of public policy found related to the implementation of urban public transportation management policies (Bus Trans Metro Pekanbaru) dominated by paradigms that tend to simplify a policy

process. That the policy process is only seen as one of the processes of achieving goals that run mechanically, linearly and in a harmonious atmosphere. In other words, that the logic of the urban transport management policy process (Bus Trans Metro Pekanbaru) is considered to run smoothly, which takes place in a structured step-by-step manner (starting from the formulation stage, implementation followed by the achievement of certain results, which at this stage results which has been obtained during this policy is evaluated how far the objectives set have been carried out in accordance with the expectations and objectives of the policy). Assuming that the correlation between step by step starting from the formulation, implementation and final results is very clear. Grindle (1980) in Wahab, (2010). While in reality, the process of implementing this policy is far more complicated and not that simple. In many cases, the process of policy implementation practically has no straight line that extends and connects between the policy and the policy outcome.

Gidens (1999) states that the role of the State in building civil society needs to be pursued through partnership between the State and civil society by providing mutual convenience and mutual control, the emergence of community and increasing local initiatives, the involvement of a third sector, there is protection of local public space and preventing crime on the basis of the community. In this study, it was found that the attitude of the policymakers was quite accommodating towards the response of the interests of the community which was shown by the relevant Dinas through the complaint number for the inconvenience of the services provided by the officers so that in the future there would be improvements. We need to underline why "quite accommodating" is the right word to put in place with the assessment that all community complaints are always absorbed to improve the existing shortcomings so that in the future to be even better, but the aspirations conveyed by the community still there has not been a serious response to the implementer with the reason for the limited funds for these activities. Thus the attitude of the implementers of the policy can be considered quite accommodating but not responsive. In the case of the implementation of urban public transport management policies (Bus Trans Metro Pekanbaru), although it has been implemented well, it still needs improvements in various fields so that the expected results can be achieved and implemented optimally. In other words, indeed so far there is no difference between what is expected (planned) by policymakers and what is actually achieved (as a result of achievement of policy implementation) with a note of improvements to the parts of the policy so that in the future the whole policy can do optimally. The size of this success will greatly depend on the implementation capacity of the organization or actor that is trusted to carry out the task of implementing the policy. Based on an analysis of the implementation of Collaborative Governance in an effort to improve the quality of urban public transportation services in Indonesia, especially related to the aspects of the actors involved, the formulation of propositions that can be submitted is as follows:

"If the principle of Collaborative Governance involves actors outside the government in the process of implementing policies and assisting public transportation management activities in providing services in the field of public transportation, it will help in the process of achieving the ultimate goal of the policy to provide maximum services in the field of public transportation in Pekanbaru City".

IV. CONCLUSION

From what has been explained in the discussion, it is concluded that in the implementation of Collaborative Governance in public transportation management activities in order to provide the best service in the field of urban public transportation, it is necessary to have the involvement of various actors that support the success in implementing existing policies so that the service is good and

excellent in the field of public transportation can be realized in accordance with the expectations and goals of the government.

In collaborative governance activities in managing urban public transportation in providing public services in the field of public transportation, especially in Pekanbaru City, namely:

1. Actor selected;
2. Appointed Apparatus;
3. Interest groups;
4. Research organizations; and
5. Mass media.

So by involving several actors above, it is expected to provide maximum results for the implementation of public services in the field of public transportation in the city of Pekanbaru.

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