

Research Article

Actor Relations in the Implementation of Public Transportation Service in South Sulawesi

Siti Hidayah, Fatmawati A. Mappasere*, Jaelan Usman, Abdul Mahsyar, Hafiz Elfiansya Parawu

Master Of Public Administration, Muhammadiyah University Of Makassar

Abstract.

The public transportation program acts as one of the major goals in urban development, so cooperation between different organizations with the same sectoral boundaries is needed. This study aims to generate critical thinking and action among actors in overcoming problem factors such as congestion that results in economic losses, time wasted on the road, and greenhouse gas emissions. This research uses a case study qualitative approach. Data collection techniques used were observation, interviews, documentation, and media review. The results showed that the behavior of organizational relations between organizations has not been optimal, due to lack of coordination and some organizations do not carry out their roles by the MoU. In lower-level bureaucratic behavior, policy implementers have carried out their authority duties by SOPs and SPM. However, it still needs to be maximized because it is still far from the target. The target group is known for being difficult to direct. Therefore, it is important to raise awareness about the available public transportation policies and for government implementers to be firm in enforcing them.

Keywords: actor relations, implementation, TEMAN Bus

Corresponding Author:

Fatmawati A. Mappasere; email:
fatmawati@unismuh.ac.id

Published: 19 March 2024

Publishing services provided by
Knowledge E

© Siti Hidayah et al. This article is distributed under the terms of the [Creative Commons Attribution License](#), which permits unrestricted use and redistribution provided that the original author and source are credited.

Selection and Peer-review under the responsibility of the IAPA Conference Committee.

1. Introduction

Public transportation is one of the strategies for contributing government services to the community in overcoming the problems that occur. For this reason, to achieve the main goal, the transportation system needs to be designed as attractively as possible by providing high quality to create an attraction for more passengers [1]. Public transportation exists as a public service to provide a suitable fleet for the community [2]. The public transportation program serves as a big goal to motivate “sustainable development” or urban development, therefore public transportation is one of the contexts for planning a city to be more advanced, where its implementation requires cooperation between different organizations but with the same sectoral boundaries, so it is hoped that can give rise to critical thinking and action among actors in the field of

 OPEN ACCESS

public transportation [3]. In transportation development, both provincial and district/city governments can be based on their respective capacities, namely their commitment to designing and determining strategies, and controlling and supervising the course of transportation [4].

Transportation services are closely related to community satisfaction, and cannot be separated from the quality of services, especially in the use of public transportation [5]). Even though transportation conditions generally vary in each region, not all have good facilities, there is also dissatisfaction with the quality and problems with service from users, so this needs to be addressed through collaborating organizations to create good transportation changes [1]. The issue of the function of public transportation is considered important because it is related to the environment and society. In solving transportation problems, there is a need for an efficient implementation approach with organizational and social legal relations based on complete, reliable, relevant information about the existing problem [6].

The government is currently trying to build more advanced transportation to reduce congestion and air pollution by implementing sustainable public transportation development. Government policies are closely aligned with programs and regulations that have been planned to realize a sustainable public transportation [7]. Procurement of facilities and supporting facilities closely related to transportation is expected to be able to direct and facilitate people in carrying out their activities using various types of transportation modes complete with all the facilities in the [8]. One alternative for monitoring public transportation which is also important in overcoming traffic congestion is the provision of adequate public transportation [9].

Congestion is caused by the increase in private vehicle users which increases disproportionately to the available road space, incidents like this trigger the emergence of several problem factors such as economic losses, time wasted on the road, and other factors related to greenhouse gas emissions [10]. Another opinion states that traffic jams are caused by various factors, especially the availability of existing traffic infrastructure, resulting from a lack of coordination by the government in overcoming traffic jams, there are other factors including human error, low law enforcement, neglect of the use of road facilities and infrastructure, ignorance and lack of resources for implementing officers [11] One example is at a traffic jam point that often occurs in the city of Makassar, one of the traffic flows in the direction of Samata Gowa to AP Pettarani, and Urip Sumohardjo which will be described in the following table form:

Based on Table 1 It is known that the highest level of traffic density on road Hertasning which often occurs at 07:30-08:30 has a density level of 51.29 from Samata to Pettarani,

TABLE 1: Traffic Density Values.

No	Time	Density (D) (pcu/Km)			
		Jln. New Hertasning (Samata -- Pettarani)		Jln. New Hertasning (Pettarani - Samata)	
		Working days	Holiday	Working days	Holiday
1	06:30 - 07:30	39.81	22.75	12.89	11.14
2	07:30 - 08:30	51.29	30.98	22.35	17.59
3	09:30 - 19:30	40.04	41.37	28.39	28.74
4	10:30 - 11:30	37.70	35.19	41.68	30.28
5	12:30 - 13:30	29.64	42.30	30.46	35.60
6	13:30 - 14:30	36.91	48.12	32.92	34.26
7	16:00 - 17:00	41.62	44.09	49.15	38.34
8	17:00 - 18:00	43.55	62.00	72.61	56.97
9	19:00 - 20:00	38.82	67.93	54.97	67.06
10	20:00 - 21:00	32.68	60.80	47.97	43.70
	Average	39.20	45.55	39.34	36,37
	Highest	51.29	62.00	72.61	67.06
	Lowest	29.64	22.75	12.89	11.14

Source: Analysis Results of the South Sulawesi Province Transportation Agency, 2023

this is due to the large number of people who are active in doing work in the city. Makassar. Next, it occurred at 17:00-18:00 with a density level of 72.61 from the direction of Pettarani towards Samata, this happened because of the time when workers were returning from the city of Makassar. So, to reduce the level of traffic density that occurs, it is necessary to reduce private vehicles by utilizing public facilities provided by the government.

One of the land transportation service programs implemented in South Sulawesi Province is known as TEMAN Bus Trans Mamminasata which has predetermined provisions [10]. This model of transportation is in the form of Bus Rapid Transit (BRT) mass transportation based on the Buy The Service (BTS) system, which is carried out including the provision of synchronous and systematic policy and regulatory tools, starting from national regulations, national and long-term plans, strategic plans, visions. and simplified the mission, priorities direction, and objectives of programs and policies [12] This policy is based on guidelines issued through Presidential Decree 55 of 2011 concerning Urban Area Spatial Planning which includes Makassar, Maros, Sungguminasa, and Takalar in South Sulawesi which is designated as the MAMMINASATA National Strategic Area as a center for improving facilities and complementing transportation. Next, it will be followed up based on Minister of Transportation Regulation Number 9 of 2020 concerning Providing Subsidies for Urban Transport Passengers, by TEMAN Bus's main

objective, namely providing economical, easy, reliable, and comfortable transportation for the community (Director of Road Transport, 2022).

For the TEMAN Bus Trans Mamminasata policy to be optimal in its implementation, it needs to involve several stakeholder sectors including the Ministry of Transportation as the policy maker, the South Sulawesi Provincial Transportation Service as the implementer, third parties as managers, and the community as the target users of the TEMAN Bus. It is hoped that this program can be implemented in the desired direction, so in its implementation, it is necessary to pay attention and consider the conditions that occur, especially conditions in the field. Such as traffic flow, passenger activity, facilities, and routes. In the operation of this program, it is necessary to establish corridor points to connect one point to another so that it is clear and makes things easier for users.

The buy-the-service TEMAN Bus urban transportation service scheme offered is 1) risk-bearing: the government is the risk bearer for providing transportation services due to high operational costs. 2) licensing: the government grants service implementation licenses to operators who can meet minimum service standards. 3) priority: the government gives priority to public transportation so that it has advantages over private vehicles. This is important to implement to avoid policy failures that occurred during the implementation of the Damri bus service program.

The presence of policy The TEMAN Bus Trans Mamminasata service arouses curiosity and attracts people’s attention to try it. This can be seen from the attached number of user passenger productivity since the start of operations until now. Here’s the attachment:

TABLE 2: Passenger Productivity.

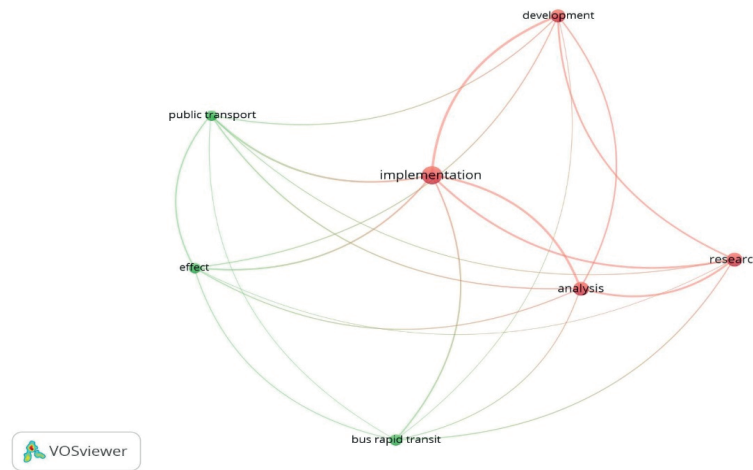
Month	Corridor 1		Corridor 2		Corridor 3		Corridor 4	
	Total passenger	Load Factor	Total passenger	Load Factor	Total passenger	Load Factor	Total passenger	Load Factor
January	52920	54.04%	31166	30.74%	25316	23.78%	30873	26.02%
February	48484	56.02%	28701	31.64%	21488	23.32%	29712	27.79%
March	58577	59.82%	34488	34.45%	24524	23.86%	37718	31.83%
April	53161	56.19%	32460	33.51%	17120	17.23%	30417	26.54%

DataSource: PT. Indonesian Surveyor, 2023

Based on Table 2 The productivity of passengers using the TEMAN Bus Trans Mamminasata public transportation service is still in the minimal category. Based on the survey results, the target that should be achieved per day is 10,000 passengers in each corridor. In problems like this, the stakeholders involved should play a more optimal role in the success of the policies that have been implemented. Policy implementers can

research several countries that have succeeded in implementing buy-the-service-based public transportation services.

Policies for providing public transportation services have been implemented in many countries and a lot of research has been carried out to develop progress, as in the following image which will be attached via the results of the Vosviewer software:



Source: VOSviewer Analysis Results, 2023

Figure 1: Network visualization of several Public Transportation research.

Figure 1 It is known that there have been many studies that have conducted studies on public transportation, especially the bus rapid transit system. In the picture, two clusters have been adjusted, namely: cluster 1 includes: analysis, development, research, and implementation and cluster 2 includes: bus rapid transit, effect, and public transport. In its implementation, the two clusters are linked with the hope of becoming mass transit transportation with fast mobility for the community by providing reliable, comfortable, safe, easy, and cheap facilities. By using the buy-the-service system to provide minimum service standards that have been determined, it is possible to build synergy between the central and regional governments in carrying out the push and pull-strategy.

Although there are many studies related to BRT Trans Mamminasata public transportation, as previously carried out by [13], researchers conclude that the TEMAN Bus Trans Mamminasata policy is very popular with the public, but requires special attention in terms of accommodation for the general public to access this public transportation service. Next, from the research results Fauzy As Syafiq [14] shows that the implementation of the Trans Mataram Metro Bus operating policy in Mataram City has not been effective. Other research conducted by Sunardi et al shows that the policy of developing BRT-based mass public transportation still seems to be a rational choice to overcome traffic congestion in Jakarta Sinaga et al., [15].

Based on the results of initial observations in the field carried out by researchers in the implementation of the TEMAN Bus Trans Mamminasata program, it can be seen that People's behavior is less responsive, the government has tried to maximize subsidies related to public transportation services, but people do not use it well and some even feel indifferent to this policy. So people continue to use their private vehicles, which causes an increase in vehicle volume that is not proportional to the road, this can increase the level of congestion which becomes a social problem.

The next problem is related to the relationship between various government and private organizations which do not participate enough to enjoy the facilities that have been provided. This occurs because the organizers have not maximized their socialization, especially in directing office employees in various agencies and school children who still do not have driving permits to use the TEMAN Bus Trans Mamminasata public transportation service. If this is done, it can set an example for the general public thereby increasing the number of passengers, as is the case in the city of Jakarta and other big cities where interest is quite high.

Furthermore, the involvement of the role of the implementer in question is still considered to be less than optimal, it can be seen when social problems occur in the community, the behavior of the implementer in the policy process is not yet fully sensitive to the surrounding conditions, there is still a lack of regular supervision in the field, this can make the program not work. maximally by the initial objectives. In problems like this, it is hoped that human resources will be able and ready to overcome problems that occur when the policy is implemented.

So in this research, an update was carried out with a focus on aspects of the role of policy implementers who manage the TEMAN Bus Trans Mamminasata program which has been operating since 2021 by looking at the relations between the central government, regional government, and the community using policy theory from Soren C. Winter with The reason is that the implementation of the policy program involves all groups, especially implementers, managers and the community [16]. The problems examined in this study are 1) What is the behavior of relations between organizations with the TEMAN Bus Trans Mamminasata public transportation service? 2) what is the behavior of lower-level bureaucrat implementers regarding the existence of the TEMAN Bus Trans Mamminasata public transportation service? and 3) what is the behavior of the target group regarding the TEMAN Bus Trans Mamminasata public transportation service?

2. Methods

This research was conducted using a qualitative approach, a case study type that occurred in the field, data collection was carried out using observation, interview, documentation, and media review techniques. Assisted in using Online Research Methods (ORMs) by utilizing the internet and digital technology to collect data and information as an additional data collection method via links <https://temanbus.com/>. NVIVO 12 Plus analyst tool as software for analyzing qualitative research. This tool can help identify data that has been collected through interviews, making it easier for researchers to interpret and understand research findings comprehensively.

When making observations, researchers made observations in the field by looking at the conditions directly of the process of implementing the TEMAN Bus Trans Mamminasata policy which was implemented and implemented by the actors involved, this was done to obtain primary data in this study.

Furthermore, in-depth interviews were conducted with resource persons who have an important role in the implementation of the TEMAN Bus Trans Mamminasata service policy a total of six people, that is:

TABLE 3: Data Collection Resource Persons Through Interview Techniques.

No	Organization	Role	Number of Sources	Information
1	Dinas Perhubungan Provinsi Sulawesi Selatan	Organizer of regional affairs	1	2 times interview and 1 time data capture
2	PT. Surveyor Indonesia	The person in charge of the center is given a direct mandate from the Ministry of Transportation of the Republic of Indonesia and supervisors in the field who are responsible for checking the feasibility of the bus fleet.	2	3 times interviews and 3 times complete data
3	PT. Sinar Jaya Megah Langgeng	Operating TEMAN Bus Trans Mamminasata fleet	2	Interview time 1
4	Passenger	User of TEMAN Bus Trans Mamminasata policy facility	2	Interview time 1

Source: Created by Researcher, 2023

Apart from in-depth interviews, certain documents are also needed as secondary data, including MoUs, Standard Operating Procedures, Management Operational Standards, Field photos, and other documents that support this research.

3. Results and Discussion

3.1. Organizational and Inter-Organizational Relationship Behavior

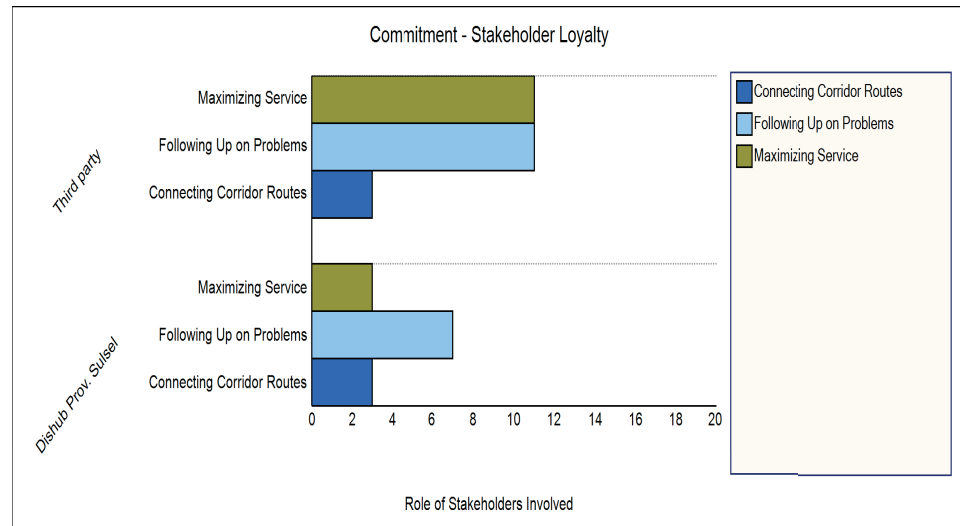
To achieve the results of a policy that is categorized as optimal, policy support is needed from other organizations outside the organization that implements the policy. So that implementing policies requires relationships between organizations, this is done to be able to bring about changes from general policies to clearer and more detailed rules. In this inter-organizational relationship, behavior requires action to collaborate so that implementation performance results run optimally and sustainably take place. In looking at the behavior of inter-organizational relationships, the following three elements are needed:

3.2. Commitment

Commitment can be interpreted as a form of agreement between organizational actors and existing networks in implementing the TEMAN Bus Trans Mamminasata policy. This action is carried out so that its implementation can be neutral and able to influence the results of the ongoing policy. Some are needed stakeholders who are involved in supporting and implementing policy programs to provide good transportation services to the community. Furthermore, in their involvement, the loyalty level of stakeholders has an important role and responsibility in resolving problems that occur when the program is implemented. This is expected to be able to realize the TEMAN Bus policy. The following is a description of the forms of stakeholder loyalty through the results of data analysis via the Nvivo Plus 12 application, namely:

Figure 2 above is an analysis of interview results processed using the Nvivo Plus 12 application to obtain comparative results of problem-solving from policy stakeholders involved in realizing the implemented TEMAN Bus program. Based on the problems that have occurred, three agreed actions are usually carried out by stakeholders in resolving them, but in their implementation, they do not go according to their roles and responsibilities, especially in the category of following up on problems within the organization and existing transportation.

Roles and responsibilities are based on the MoU which contains their respective roles and stakeholders in the organizations involved. However, in its implementation, there are still several obstacles that should be the responsibility of supporting stakeholders according to the agreement, instead, they do not carry out their roles and other obstacles



Source: Data processed by researchers, 2023

Figure 2: Stakeholder loyalty in carrying out roles & responsibilities.

are related to budget factors to support the program. The hope is that in implementing central policies, one of which is TEMAN Bus, it must be truly synchronized with existing programs in the regional government so that it can run optimally.

The following will explain in detail the duties and functions of each government party involved in implementing the TEMAN Bus Trans Mamminasata program, namely:

1. **first party**, is an agency that has the task of carrying out the formulation and implementation of policies in the field of transportation within the government, having the following duties and responsibilities:
2. Providing certainty of facilities and infrastructure,
3. Providing operational budgets for the implementation of the Indonesian Sustainable Urban Transport Pilot Project (SUTRINAMA) and the Indonesian Bus Rapid Transit Corridor Development Project (INDOBUS),
4. Preparing data and information,
5. Preparing Human Resources (HR) in technical assistance,
6. Carrying out workshops, seminars, training and Focus Group Discussions (FGD),
7. Guarantee the exchange and confidentiality of data between first parties, second parties, and third parties as well as related institutions including GIZ.
8. **The second party** is an agency that has the task of administering the affairs of the Regional Government of South Sulawesi province, and has the following duties and responsibilities:

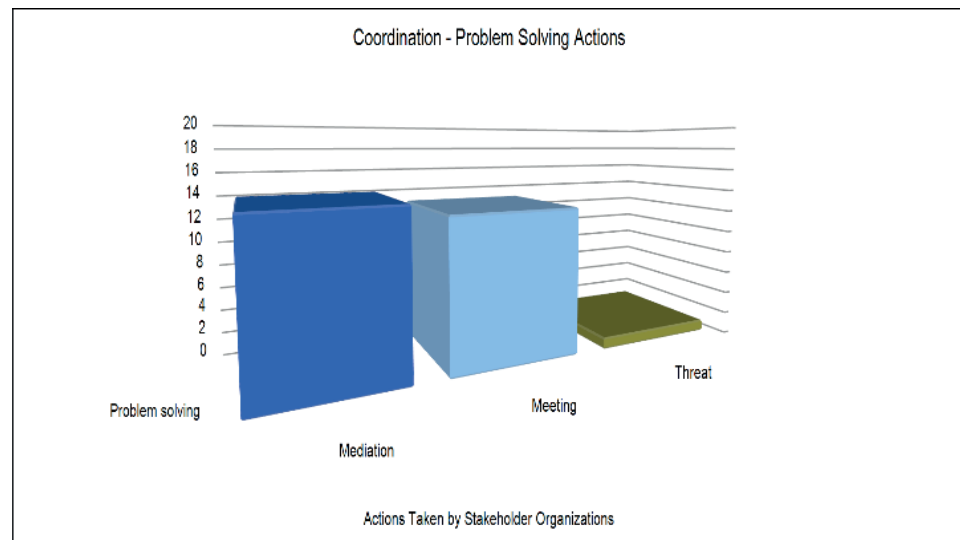
9. Providing support to third parties for the implementation of this collaboration,
10. Providing budget assistance,
11. Carrying out workshops, seminars, training and Focus Group Discussions (FGD),
12. Preparing data and information,
13. Facilitate the exchange of information and learning from model cities.
14. **The third party** is an agency that has the task of regional government affairs for the city of Makassar, and has the following duties and responsibilities:
15. Implementing an agreement with the Indonesian Sustainable Urban Transport Pilot Project (SUTRINAMA) and the Indonesian Bus Rapid Transit Corridor Development Project (INDOBUS),
16. Providing budget assistance,
17. Carrying out workshops, seminars, training and Focus Group Discussions (FGD),
18. Preparing data and information,
19. Facilitate the exchange of information and learning,
20. Ensure that traffic laws and regulations related to BRT operations are implemented and enforced.
21. Coordination

Coordination means that the pattern of organizational and inter-organizational relationships is very important and has a determining influence on the strategy of the policies implemented. In its implementation, more than one organization is needed, this is done because the policy is challenging and its implementation requires a plan and a large budget.

As with the TEMAN Bus Trans Mamminasata policy, organizations involved in the policy need to understand all the available information. This kind of understanding is carried out to support the success of the policy being implemented. If in implementation there is poor coordination resulting in unclear information the program being implemented does not run optimally.

Furthermore, in inter-organizational behavior, it is necessary to maintain maximum coordination with the hope that its implementation will be able to address problems that occur through the organizations involved. These include problems that have not yet been resolved regarding route problems with organizations, existing transportation,

and problems with violations committed by drivers while operating. In the context of solving problems, this organization offers strategies for solving them. The following will be presented through the results of the Nvivo Plus 12 analysis which was processed from the results of interviews with informants.



Source: Data processed by researchers, 2023

Figure 3: Strategies used in solving problems.

Figure 3 presents the results of interviews using Nvivo Plus 12. The picture above explains that when faced with problems that occur among policy-making organizations, the action taken most often is mediation, then meetings, and when the problem continues, threats are given.

3.3. Contribution

Contributions in this context can be in the form of thoughts, actions, or targets and professionalism in realizing the TEMAN Bus Trans Mamminasata program. This inter-organizational contribution is very dependent on the input received from the organization and can be interdependent. So that the implementation process can be achieved optimally.

In its implementation, the implementers in the policy organization have their targets, these targets have become their responsibility and become attached to realize the achievement of the TEMAN Bus Trans Mamminasata policy. Like the South Sulawesi provincial office, apart from reducing congestion, their target is to reduce the impact of greenhouse gas emissions, while from third parties they have a target of providing facilities for passengers. Apart from that, there is a target that must be met by the driver,

namely regarding the distance traveled in kilometers. All targets that have been set by each party have been written into the SOP and MoU.

If the policy implementers are analyzed in the behavioral dimension of organizational relations between organizations, the behavior of the policy implementers is clear and stated in the MoU as the basis for carrying out their duties and authority with their respective goals. In the memorandum of agreement, it is written that the implementers involved in implementing the TEMAN Bus Trans Mamminasata program include the Ministry of Transportation of the Republic of Indonesia which contracts with a third party as manager, the South Sulawesi Provincial Government, and the Makassar City Government. So a strong commitment and maximum coordination are needed to realize the policy. In the following table, the roles and responsibilities of the implementers of the TEMAN Bus Trans Mamminasata policy can be seen and the results of its implementation in the field can be seen. The following is the attachment:

The results of the research analysis, if seen based on the theory of Soren C. Winter, state that the TEMAN Bus policy implemented in Makassar City is still not optimal, especially in coordinating to solve problems, it is still neglected and no solution has been found. There are even policy implementers from Makassar city government organizations who do not carry out their roles according to the agreement agreed in the MoU to realize the TEMAN Bus Trans Mamminasata program. The importance of a policy being implemented requires good organizational relationships to bring changes into clear rules and be able to take place sustainably in social processes to convert policy direction.

3.4. Lower Level Bureaucratic Behavior

Lower-level bureaucratic behavior variables are one of the keys to successful policy implementation. This is done because lower-level bureaucrats are actors who interact directly with society as policy targets. So it cannot be denied that when programs are implemented, policy implementers sometimes deviate from their duties and obligations. There are three dimensions of lower-level bureaucratic behavior to support the implementation of the TEMAN Bus Trans Mamminasata program, as follows:

3.5. Discretion

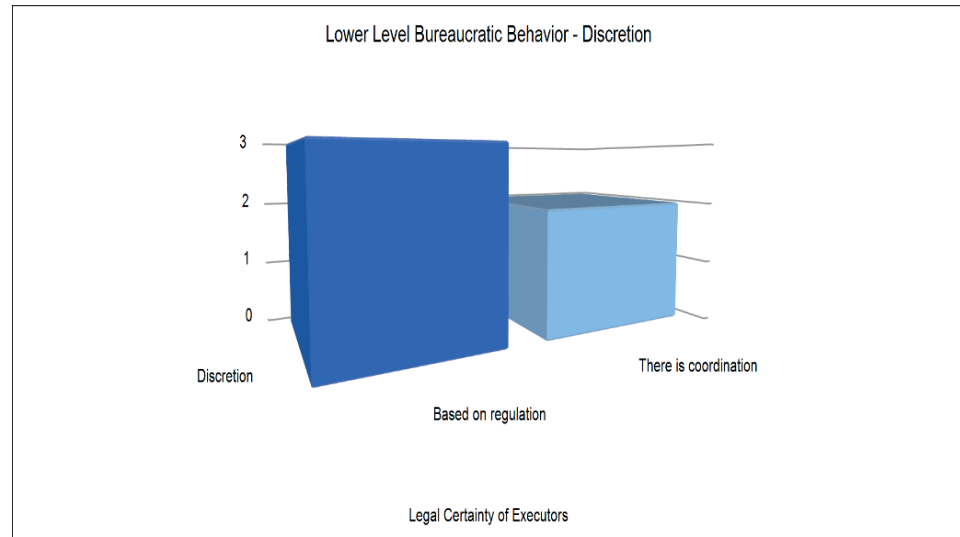
The discretion in question is a policy which in carrying out its duties and authority is carried out because of regulations. This is done to launch government programs to

TABLE 4: Description of Organizational and Inter-Organizational Behavior Results.

No	Organization Name	Roles and Responsibilities	Research result
1	The organizational behavior of the Ministry of Transportation of the Republic of Indonesia as the agency that organizes the formulation and implementation of policies which contracts with management parties, including PT. Indonesian Surveyor, PT. Sinar Jaya Megah Langgeng, and IT	Having scope in developing frameworks, data requirements, and monitoring reporting and verification plans for public transportation and transportation demand management, we have tried to maximize this by providing public transportation subsidies in various selected cities, one of which is the city of Makassar.	Based on the researcher's analysis of its implementation, it can be seen that the services and facilities available in the bus fleet provided through the contracted party are very optimal and are even able to compete with other public transportation. In terms of the facilities provided to the community, they are very optimal, it's just that deep coordination is needed between the central government and the regional government of Makassar City to optimize the running of the TEMAN Trans Mamminasata Bus policy.
2.	Organizational Behavior of the South Sulawesi Provincial Transportation Service	Has authority as policy organizer in regional affairs, in terms of technical assistance in developing human resource capacity. However, currently there is a greater role delegated to the central government, namely assuming and carrying out the duties and responsibilities of the Makassar city government in realizing the implementation of the TEMAN Bus Trans Mamminasata policy.	In its implementation, the transportation department needs to prepare public transportation projects and management, what is meant in this case is the development of fast buses by preparing special lanes. So as to be able to develop transportation infrastructure from a sustainable urban mobility system in accordance with the characteristics and able to meet the Minimum Service Standards for road-based mass transportation. When the policy was first implemented around 21 November 2021 until now 2023 there was no visible special lane available for the TEMAN Bus Trans Mamminasata public transport. This results in the policy operating on routes that are traversed still merging with other public transportation routes, resulting in delays at the specified times.
3	Organizational behavior of the Makassar City Government, especially the Makassar City Transportation Service	has an important role in the success and has agreed regarding the division of responsibilities and supports cooperation regarding activities related to the realization of the TEMAN Bus program. Trans Mamminasata does not carry out its duties and responsibilities because the organization considers that the TEMAN Bus policy is a program from the center .	As is the case in solving problems with organizations and existing transportation in the form of pete - pete. In a problem like this it should be the responsibility of the Makassar city government to coordinate in finding a solution, in reality this problem has not been resolved until now. Even routes that should be accessible to TEMAN Bus are now prohibited from being used, even when installing bus stop signs they are immediately rejected by existing transport. Furthermore, it can be seen from the resolution of permits to pick up passengers from the airport, problems like this are the domain of the regional government, but in resolving them the central government has stepped in directly to resolve them because for about a year there have been no results. It can be seen that after the central government approached and coordinated with the Angkasa Pura and airport authorities, the problem could be resolved and now people are even using the public facilities of TEMAN Trans Mamminasata Bus.

Source: Created By Researchers, 2023

provide benefits and public interests. In implementing the TEMAN Bus Trans Mamminasata policy, there are main factors that can encourage the success of the implemented program, this is known based on the results of data analysis via Nvivo Plus 12 as follows:



Source: Data processed by researchers, 2023

Figure 4: Factors Driving Policy Success.

Based on Figure 4 above can be explained that policy implementers carry out their duties and obligations because there are rules and a delegation that must be implemented for their organization. Furthermore, policy implementers, especially those who interact directly with the community or when TEMAN Bus operates, will be given more understanding by carrying out good coordination.

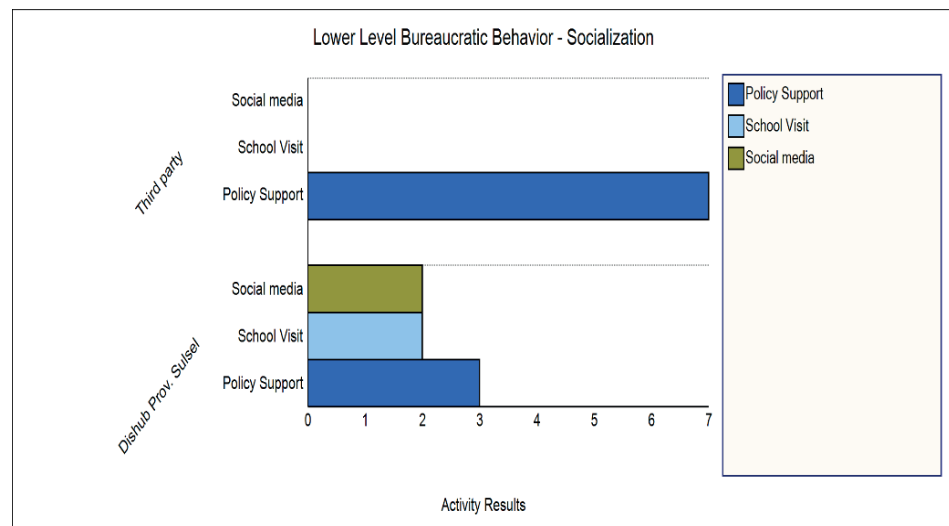
As stated by the driver implementing the policy who was directly involved in the field, he explained that running the TEMAN Bus program, was based on SOP and SPM as a reference, when problems occurred in the field, such as a fleet that suddenly got stuck on the way, everyone was clear and knew how to handle it and even in providing a service car that is ready to help if needed at any time, this is because implementers in the field always coordinate with authorized policy implementers.

3.6. Socialization

Socialization is a process of conveying something in the form of habits, values , and even societal rules. What is meant in this context is that activities are carried out to inform the public that there is a policy in the form of TEMAN Bus Trans Mamminasata public transportation which is being implemented with a positive aim. So lower level behavior is required to be able to continue the policies that have been implemented

because one of the successes of policies that are considered successful is policies that can provide benefits to and are well received by the community.

There are several ways to carry out socialization activities, including through technology by using social media, conducting school visits and even asking for policy support from other organizations or agencies that are not policy implementing organizations. Below you can see the socialization activities carried out by policy implementers through analysis of interview results using Nvivo Plus 12.



Source: Data processed by researchers, 2023

Figure 5: TEMAN Bus Trans Mamminasata Socialization Activities.

Based on from Figure 5 above, it can be seen that the activities carried out in socialization that are usually carried out and often are by asking for policy support from other organizations, such as the police, Environmental Agency agencies, and train stations. Next, carry out outreach to schools and utilize social media. It can also be seen that the policy support section is more often carried out by third parties because they have more power and are directly contracted by the Indonesian Ministry of Transportation.

The TEMAN Bus policy is implemented with the aim of providing action in accordance with the design. The policy can be categorized as optimal, namely a policy that can be well received and utilized by the community as a policy target. So in its implementation, many actions were taken by policy implementers to introduce TEMAN Bus Trans Mamminasta in various ways, such as by using social media, school visits and policy support. So in its implementation, many actions were taken by policy implementers to introduce TEMAN Bus Trans Mamminasta in various ways, such as by using social media, school

visits and policy support. The following will show the socialization activities carried out to optimize the TEMAN Bus Trans Mamminasata program:



Source: Provincial Transportation Department. South Sulawesi

Figure 6: Socialization activities for introducing TEMAN Bus.

Based on the Figure 6 above, it can be seen that the implementing stakeholders of TEMAN Bus Trans Mamminasata, especially the South Sulawesi Provincial Transportation Service, as the strategic pusher carried out outreach activities with other government agencies and invited various representatives of school students around the Mamminasata area. In the socialization, the policy implementers introduced in detail and opened a discussion space which then provided a give away for discussion participants in order to attract participants to use the TEMAN Bus Trans Mamminasata policy.



Source: Provincial Transportation Department. South Sulawesi

Figure 7: Socialization of School Visits.

As for other activities carried out apart from the pictures and statements above, the policy implementing government, which has the duty and responsibility of attracting public interest, uses social media, this is done because almost all people currently use social media. *smartphones* in their activities and get information quickly.

According to the picture above, it can be seen that the stakeholders implementing the Trans Mamminasata Bus Friends policy involved have taken various ways to socialize in the hope that public interest will increase. However, in reality there are still many people and even school students who do not have a driver's license who prefer to use their private vehicles.

3.7. Organizational Control

Organizational control can be interpreted as a directed process carried out to regulate the organization so that it remains consistent in accordance with planning expectations to achieve the implemented policy targets. This can also be used as evaluation material for improvements and preventing the same mistakes.

The behavior of the lower level bureaucracy can be categorized as a dimension that is able to understand when policies are implemented because it is related to the performance of the implementers who are directly involved with the community, which means users of the TEMAN Bus Trans Mamminasata public transportation service so it must be truly consistent with the standards of the program being implemented.

Based on the results of the analysis carried out by researchers, especially lower level bureaucrats Drivers and field supervisors have carried out their duties and obligations for the success of the TEMAN Bus Trans Mamminasata policy, this is because there are regulations in the form of SPM and SOP which are the basic strength. Because, if they violate, they will receive sanctions in the form of salary cuts.

Furthermore, the South Sulawesi Provincial Transportation Service has carried out policy introduction activities through socialization by visiting schools, holding meetings, asking for policy support from other agencies. such as local governments and utilizing social media by providing give aways to users.

Based on the results of observational research and interviews referring to Soren C. Winter's theory, variables related to lower level bureaucratic behavior carried out by policy implementers have run according to the rules in accordance with SOPs and SPMs and have maximized services so that they can be received and utilized well by the community. However, implementation still needs to be maximized because there

are still many buses that are empty when operating and are still far from the desired target.

Below we will attach a comparison of passengers from several cities that have the same capacity as the TEMAN Bus Trans Mamminasata public transportation. In Table 2, it can be seen that buses operating in Makassar City, especially on corridor 2 route from Panakkukang Mall to the Airport, are routes that are densely populated and involve a lot of public mobility. However, passenger demand is still relatively low compared to other cities, this is not commensurate with the density of people in the area. So there is a need for the role of policy implementers, especially for the South Sulawesi Provincial Transportation Service, to maximize policies and resolve problems that are obstacles.

TABLE 5: Comparison of Number of Passengers.

No	City	Corridor	Total passenger					
			February	Load Factor	March	Load Factor	April	Load Factor
1.	Bandung	2	59,681	64.08%	66,920	67.87%	57,561	57.73%
2.	Banjarmasin	2	66,611	66.98%	74,526	67.68%	62,208	58.70%
3.	Banyumas	2	70,090	94.39%	75,064	91.31%	55,058	69.20%
4.	Denpasar	1	47,705	48.48%	47,397	46.83%	43,092	45.80%
5.	Yogyakarta	3	76,785	74.93%	80,843	72.00%	67,653	61.89%
6.	Makassar	2	28,701	31.64%	34,488	34.45%	32,460	33.51%
7.	Medan	3	64,33	62.39%	71,118	58.62%	55,562	47.47%
8.	Solo	3	58,017	61.67%	64,472	61.90%	50,223	50,355

Source: PT. Indonesian Surveyor, 2023

3.8. Target Group Behavior

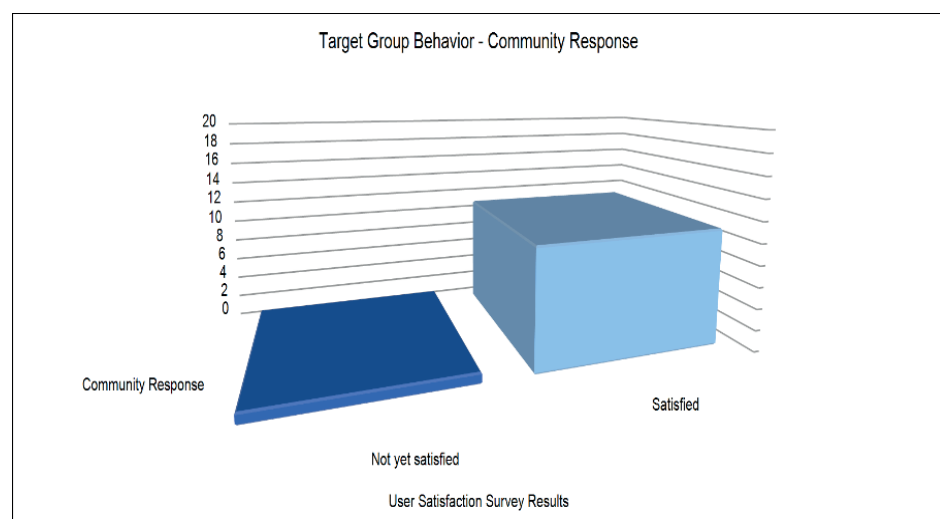
The success of a policy can be seen from the behavior of the target group, which includes negative and positive responses to the presence of the Trans Mamminasata TEMAN Bus program to support or even not support it. The behavior of the target group not only influences the effects/impact of policies, but also influences the performance of lower-level bureaucrats/officials. In order to measure the success of the target group's behavior in implementing the TEMAN Bus Trans Mamminasata program, it can be seen based on the following dimensions:

3.9. Community Behavior Patterns

Community behavior patterns are actions taken to change a person’s habits to be more orderly and orderly. In the context of implementing public transportation, community participation is expected to reduce the use of private vehicles and get used to switching to public transportation, TEMAN Bus Trans Mamminasata. So it is important to know what behavior is usually encountered in the field. In this dimension, the role of policy implementers must be maximized in implementing special rules for employees who work in government agencies so that when carrying out work activities they use public transportation, TEMAN Bus Trans Mamminasata. If this is done regularly it will be successful and can attract the attention of the general public to use it.

3.10. Community Response

Community response is a response or reaction, both positive and negative, originating from individuals in each community, whether direct or indirect, with the aim of illustrating that the response given by the community has an impact on implementation. The response to the TEMAN Bus Trans Mamminasata policy can be found via analysis of interview results using Nvivo Plus 12 below:



Source: Data processed by researchers, 2023

Figure 8: Response of the community using TEMAN Bus Trans Mamminasata .

Based on the results of data analysis via Nvivo Plus 12, it can be seen that with the presence of the TEMAN Bus Trans Mamminasata program, the response from the dominant community is that they feel satisfied, especially with the facilities, and feel

dissatisfied because they are too small. Timeliness is still low due to density and traffic jams on the road.

The behavior of the target group in question is the community as users of the TEMAN Bus Trans Mamminasata public transportation service, community behavior patterns seem difficult to direct., the use of buses has not yet become a habit, where urban transportation in Makassar, Maros and Sungguminasa, Gowa Regency is still dominantly “Pete-Pete” city transportation, so changes in behavior and self-awareness are still needed from the community to utilize better quality public transportation policies.

In regulating community behavior patterns, firmness from the implementer is needed- namely the government, especially the Makassar city regional government, to provide a more significant understanding to attract public interest. So that policy implementers try to provide maximum service, especially in terms of route direction and time clarity.

However, the presence of TEMAN Bus Trans Mamminasata has also been widely used by people who have high self-awareness, and they even prefer to use the services that have been prepared by the government because they know the good and bad impacts.

4. Conclusion

In implementing the public transportation service policy, TEMAN Bus Trans Mamminasata, it can be concluded that the relationship the behavior of organizational and inter-organizational relations, which occurs in the implementation of the TEMAN Bus Trans Mamminasata public transportation service policy in South Sulawesi is currently still not optimal. This occurs due to a lack of coordination between policy implementers and there are organizations/agencies, namely the Makassar City Government, which should be involved, but have given up responsibility and have not carried out their roles according to the agreement in the MoU.

Furthermore, regarding lower level bureaucratic behavior, in the implementation of the TEMAN Bus Trans Mamminasata policy in South Sulawesi, the policy implementers who interact directly with the community have carried out their duties and authority in accordance with the applicable SOP and SPM regulations. However, it still needs to be maximized because there are still many buses that are not full when operating and are still far from the desired target.

Final, target group behavior, in the implementation of the TEMAN Bus Trans Mamminasata policy in South Sulawesi to regulate the behavior patterns of the community is not easy to direct, so it is necessary the public’s self-awareness to take advantage of the public transportation policies that have been implemented, so that firmness is needed

from government implementers, especially the Makassar city regional government. However, there are also people who are sensitive to its positive impact so they feel satisfied with the presence of TEMAN Bus even though the timings are not optimal and there are no special routes.

Based on the conclusions from the main discussion regarding the implementation of the TEMAN Bus Trans Mamminasata service, there are suggestions that the researcher would like to convey in this scientific work with the aim of providing input for the success of the policy that has been implemented, including: The government in implementing the TEMAN Bus Trans Mamminasata policy has a very important role in particular For the Ministry of Land Transportation, which is the agency that organizes policy formulation, it should have strong authority to overcome problems that occur in the regions, especially in providing strict sanctions regarding problems with city governments that do not play a role in its implementation. If this is left alone, it will result in the policy being implemented being directionless and the main duties and responsibilities of the policy implementers becoming overlapping. It is known that when the TEMAN Bus policy was implemented, it required a large budget.

Organizations involved in implementing the TEMAN Bus Trans Mamminasata policy, especially regional implementers, need to collaborate with government agencies, the private sector and campuses to require the use of existing facilities and must find a way, even if necessary, set strict sanctions, especially for urban public transportation that is not suitable for operation and implement special regulations for private vehicle users so that people can switch to using public transportation that has been provided by the government.

References

- [1] Khan J, Hrelja R, Pettersson-Lofstedt F. Increasing public transport patronage- An analysis of planning principles and public transport governance in Swedish regions with the highest growth in ridership. *Case Stud Transp Policy*. 2021 Mar;9(1):260–70.
- [2] Aslinda, & Ibrahim, M, A, “Reciprocity between state and non state institutions in The implementation of trans mamminasata Bus Rapid Transit (BRT) Policy in South Sulawesi,”. *Labore*. 2017;29(1):271–4.
- [3] Pettersson F, Hrelja R. How to create functioning Collaboration in theory and in practice-practical experiences of collaboration when planning public transport systems. *Int J Sustain Transport*. 2020;14(1):1–13.

- [4] Endarwati MC, Reza M. Qonita, et al, "Perjalanan Penduduk Studi Kasus Kawasan Perkotaan Kota Samarinda dan Kabupaten Kutai Kurtanegara," pp. 209-212, 2022.
- [5] Darwis D, Fatmawati F, Haq N. Hubungan Kualitas Pelayanan dengan Kepuasan Masyarakat Pengguna Bus Rapid Transit (Brt)Maminasata. Kolaborasi Jurnal Administrasi Publik. 2017;3(2):194.
- [6] Truntsevsky Y, et al. "Legal aspects in development of transport Infrastructure in the City of Tyumen," *E3S Web of Conferences*, vol. 157, pp. 1-7, 2020. <https://doi.org/10.1051/e3sconf/202015703016>.
- [7] Pujiati A, Nihayah DM, Bowo PA, Adzim F. Towards Sustainable Transportation in Urban Areas: A Case Study. *Int J Sustain Dev Plan*. 2022;17(4):1285–96.
- [8] Istianto, B., Suharti, E & Ismaryati, E, "Transportasi Jalan di Indonesia," 2019.
- [9] Fitriyani E, Gunawan S. "Study on collaborative failure Collaborative governance in Bus Transit Service in Surakarta city," vol. 3, no. 1, pp. 66-82, 2021.
- [10] Agustina, "Kepala UPT Teman Bus Trans Mamminasata," 2022.
- [11] Abdul M. Model Kolaborasi antar instansi pemerintah dalam penanggulangan kemacetan lalu lintas di Kota Makassar. Volume 136. 2019. pp. 9–25.
- [12] Daraba D, et al. Strategy of governance in transportation policy implementation: case study of bus rapid transit program in Makassar City. *Acad Strateg Manag J*. 2018;17(3):1–12.
- [13] Irma D. "Implementasi kebijakan transportasi umum di kota makassar (studi penerapan Teman Bus Trans Mamminasata) in Universitas Bosowa," 2022, vol. 8, no. 5.
- [14] Fauzy A. S, "Implementasi Kebijakan Pengoperasian Bus Trans Mataram Metro di kota Mataam. Universitas Muhammadiyah Mataram; 2019.
- [15] Sinaga SM, Hamdi M, Wasistiono S, Lukman S. Model of Implementing Bus Rapid Transit Mass Public Transport Policy in DKI Jakarta Province. *Int J Sci Soc*. 2020;1(3):261–71.
- [16] Mustari N. Jangan Abaikan Eks Penderita Kusta. 2017. pp. 1–107.