

# The Effects of Implementing Online Transportation Quota Limits in Surabaya City

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## **Abstract**

*The introduction of 4.0 Industrial Revolution has led to several changes in the policies of Indonesia concerning transportation. This is evident with the emergence of online transportation system such as Gojek and Grabcar in 2010. However, several challenges have been observed in its operations such as inappropriate regulations, competition between driver-partners, as well as negative impacts on the welfare of these driver-partners, especially due to their inability to for the cars they use for the business and these require adequate administrative policies. In order to mitigate these problems, the government formulated policies to regulate the existence of online transportation as well as the welfare of partners by making provisions for quota limits. This research was, therefore, conducted to determine the effect of this initiative using a qualitative descriptive approach. The results showed limiting online transportation quotas has the ability to increase driver's partners' income and, consequently, improve their welfare.*

**Keywords:** Policy, Online Transportation, Gojek-GoCar, Grabcar, Regulation

## **1. INTRODUCTION**

Administration as a concept has several meanings developed from different perspectives. For example, administrative science perceives as the ability to set goals to be achieved in an organization by the management (Albert Lepawsky, 1960). There is a difference in the methods of leading an organization by an administrator and the implementation of managerial leadership (Harold Knootz, 1989). Moreover, administration and management are observed as personal principles and policies of modern workforce management (Dale Yorden) as well as effective work management and supervision (Millon Brown). According to Chandler and Plano (1988: 29), public administration is a process of regulating and coordinating public resources and personnel to formulate, implement, and manage decisions in public policy, especially to face the challenges of the current era of globalization.

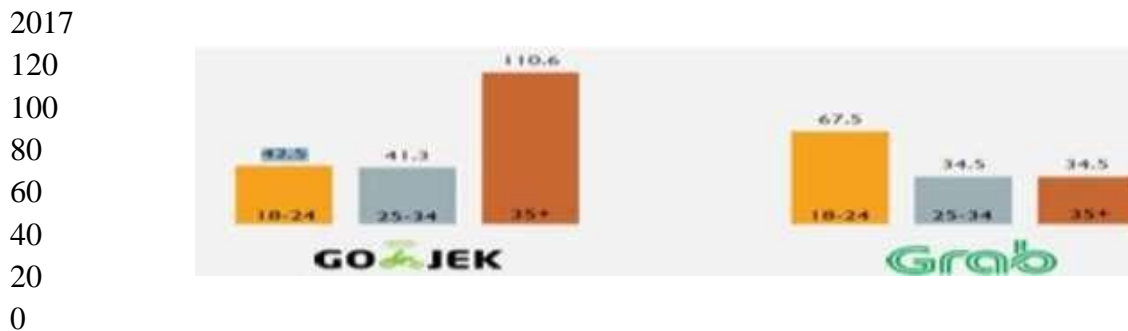
Globalization has caused significant changes in the structure of government and public administration and these are presented in different perspectives and views by intellectuals in the world. However, the state has been discovered not to have any influence on the growth of transnational corporations due to the spread of global capitalism (Ball, 1967;

Naisbitt, 1994; O'hame, 1995) and this is considered to be the end of public administration (Stever, 1988). Meanwhile, more perfect *suprastate* government agencies have been created by global capitalism thereby making countries become a territorial nation (Picciotto,1989; Cox,1993; Korten,1995). It has further eliminated the sense of unity in a community and urban power structure (Mele, 1996; Knox, 1997; Korten, 1995) and also observed to be causing the loss of urban employment (Wilson, 1996). Moreover, the integration of supranational government institutions has deepened the dependence of less developed countries and, consequently, exacerbated fiscal crisis (Kregel, 1998) to create new and more serious problems for governance. (Farazmand, 1999).

The changes have also led to the need for public administrators to build their capacity using adequate policies and programs to be relevant in the future and one of these is through the application of a global perspective in management and governance (Mudacumura, M Gedeon, 2014). This is also expected to legalize their jobs by the legislative bodies appointed and elected by the community to ensure professional and ethical practice (Perry, 1996). However, developing public administration to create new ideas with specific characteristics requires a very broad approach (Urban, Michael, 1982), especially to ensure they are able to solve the challenges of the 4.0 Industrial Revolution of the 21st century which were started in 2011 at the *Hannover Messe Fair* - an event dedicated to industrial technology.

The event was marked by the launch of a project on the conception and development of smart factories using computerized manufacturing vision with all its processes interconnected with each other using the *Internet of Things* (IoT) currently known as *Industrial Internet of Things* (IIoT) (Kaivo, Jari and Knudsen S. Mikkil, 2018). This has also led to technological advancement in the field of transportation using internet applications or online networks. According to Darma, Fania Amajida (2016), this was established as a reaction to the weaknesses of public transportation service providers and supported by the Minister of Transportation Regulation No. 26 of 2017 (22) on the provision of technology-based internet applications by companies in the field of transportation. It was, however, discovered that some of the companies in the business such as Gojek-Gocar established in 2010 and Grabcar in 2011 caused several problems, which has led to demonstrations and protests daily. Some of these are associated with the daily reduction in the income of conventional and public transportation drivers since the government has provided access to online transportation as well as the difference in tariffs considered relatively cheaper with a good fleet. Meanwhile, there is no official regulation as regards this system in comparison with the requirements such as vehicle KIR or worthiness test, tax, public driving license, and the use of black license plates as observed with the conventional and public transportation. This was reported to have caused the *sweeping* of this normal system especially due to the stoppage of their vehicles while carrying passengers in the middle of the road (Sutomo, 2017). Many people are beginning to shift to an online system as observed from the increasing number of drivers that have downloaded the online-based transportation application every minute as shown in the following table.

Table 1. Comparison of Online Transportation Users in Minutes based on Age in Indonesia, August



Source: Agency of Land Transportation, 2017.

This further indicates the number of people using this platform has increased. Therefore, in order to overcome this gap, the government has limited the online transportation quota in accordance with the Transportation Minister Regulation No. 26 of 2017. Having discovered that this was not sufficient to fulfill the demand for conventional transportation, it was revised using the Minister of Transportation Regulation No. 108/2017 Regarding the Revision of Online Rental Transportation with the quota limit based on province stated as shown in the following table.

Table 2. Car Online Transportation Quota Limits in Indonesia

No	Province	Quota
1	Greater Jakarta Area (Jakarta, Bogor, Depok, Tangerang, Bekasi)	36.510
2	West Java	15.418
3	Central Java	4.935
4	East Java	4.445
5	Aceh	748
6	West Sumatra	400
7	North Sumatra	3.500
8	South Sumatra	1.700
9	Lampung	8.000
10	Bali	7.500
11	South Sulawesi	7.000
12	East Kalimantan	1.000
13	Yogyakarta	400
14	Riau	400
Total		91.9

Source: Director General of Land Transportation, Ministry of Transportation, 2018

This limit has not been well organized in Surabaya and this means the number of registered vehicles operating in the online transportation is uncertain. Therefore, the regional

government of East Java province issued a Governor Regulation No. 188/375/KPTS/103/2017 on Quota Limits for Online Rental Transportation Vehicles to determine this number towards guaranteeing the welfare of online partners and to overcome the arrears from owners using cars purchased on credit.

## **2. THE IMPACT OF POLICY IMPLEMENTATION DYNAMICS**

The concept of dynamics is identified with the behavior of one community towards another as well as the mutual effect of such behavior on the two communities. It is, therefore, important to understand these dynamics during the process of formulating and implementing public policies. Moreover, Bardach Eugene (2006) defines 'dynamics' as the ability to understand the changes in policies as well as several cases involved in its achievement from the initiation stage to the implementation in the political process. However, it is important to note that policies are formulated to regulate the management and distribution of natural, financial and human resources in the interest of the public including the people, population, community, and citizens (Mazmania Sabatier, 1983). The implementation of these public policies to ensure dynamical development can be conducted in the form of open and closed systems to create feedback to change the structure of the system itself (Jervis, 1997).

Important choices to strengthen relations in the social life of the government and private organizations are usually selected using these policies. This means they should be free from political connotations or nuances centered around a party's interests. Moreover, Nazaruddin (2017) defined policies as the valid provision characterized by consistent and recurring behavior, both from the maker and those affected. This further led to the development of the term *policy science* by Dror (1968). Furthermore, the concept of public policy is often misunderstood with other terms such as program goals, decisions, laws, provisions, proposal standards, and *grand designs*. (Subarno, 2009). The concept has also been predicted to be a hypothesis containing initial conditions and consequences by Tachjan (2006). Furthermore, Schlmager and Blomquist (1996) presented as an established and strong framework (Ostrom in institutional theory, 2005) emphasizing the influence of regulations on decision-making on individual and organizational actions. Therefore, the ability to solve public problems has become the central point of public policy. It is important to consider the effectiveness and acceptance of policies, especially with regards to the characteristics of the community and the target group they are to be implemented. For example, it is more difficult to implement policies in a heterogeneous society while it is more easily understood and acceptable in a homogenous community or places with few target groups.

Implementation is the most crucial stage in public policy because after it has been selected and formulated by political officials, there is a need for an adequate bureaucracy with the expertise and skills to master the problem. This process was explained by Ripley and Franklin in Winarno (2016) to be the next stage after laws to provide program authority, profit policy, or a real output are enacted. Furthermore, Leo Agustino (2008) stated that the implementation of policies is probably far more important than the formulation. Mazmanian and Sabatier (1983) observed policy implementation from the perspective of public administration and political science. From the public administration aspect, the focus was initially on ensuring accuracy and efficiency while the political science is concerned with the influence of inputs from outside the administrative arena including provisions, changes in

public and community preferences, as well as new technologies. Policies implemented by administrators definitely affect the people, especially in relation to the real-life conditions of society (Winarno, 2007). Two factors have been identified to be associated with policy implementation and they include output and impact which are considered even more important than the formulation process. Output includes the facilities received by both the target and other groups while the impact involves both the physical and social conditions obtained from the output (Dunn in Winarno, 2007). However, there are both expected and unexpected impacts with the expected consisting of the things determined by the government during the process of making the policy while unexpected ones produce undesirable effects (Wibawa, 1994).

### 3. ONLINE TRANSPORTATION

Substantial development of urban transportation has brought changes to conventional systems in the transport business. For example, online transportation has become very popular and dominant in the community since the government allowed its operation in 2010. This new method utilizes the development of science and technology through the use of applications to connect passengers and drivers from home, work, campus, and others without any hassle (Gojek.com.2015).

Online transportation is one of the phenomena of digital disruption caused by the emergence of digital technology and new business models. This innovative new technology and model has the ability to influence the value of products and services currently being offered by the industrial sector (*Oxford College of Marketing*, 2014). It makes it easier for users to order via the internet using a computer or mobile phone and every other transaction is made using this same technology as shown in the following figure. Another advantage of this method is the inability to waive cars to stop in the middle of a trip.

Figure 1. Online application on a smartphone



Online transportation is divided into two and these include special rental involving the rent of vehicles with the driver's partner to a distance determined in the application and public rental which involves renting vehicles with or without a driver's partner for a certain period. This system provides additional income to the partner drivers through closing points from users that fill *Gopay*, *Ovo* or on trips that exceeded minimum requirements.

#### 4. RESEARCH METHODOLOGY

This research uses a qualitative approach. This research was conducted in Surabaya Raya, especially at user pick-up points and online transportation driver-partner meetings. The location of the pick-up point is around Terminal Purabaya Bungurasih which has 4 (four) pick-up points related to (1) online transportation quota limits in the form of data collection and information on online transportation quota limits; (2) discusses the results and impacts of limiting online transportation quota in Greater Surabaya, while the research location is in the Mangkal online transportation pick-up point area. The special Ojol (Ojek Online) stops at the PT Gudang Garam Purabaya

Bungurasih Terminal. The data collection technique in this study uses a persuasive approach, the data obtained will be triangulated. The research data is made in the form of a data collection matrix that focuses on methods and informants. A research focus is needed to limit research studies.

#### 5. RESULTS

Indonesian online transportation started in 2010 and its public acceptance has led to the rejection of conventional or regular transportation drivers in several regions by passengers. This was observed to have created several controversies and disputes up to 2019. Over the years, there has been a misconception that online transportation owners have been monopolizing the business. This assertion was found not to be true considering the frequent disputes and killings between conventional transportation drivers because of passengers. Meanwhile, those in online transportation have different payment system such as ridesharing or application and this isolate them from fighting each other over passengers since they are automatically distributed based on proximity to the online application system. However, several cars have been recorded to be operating using this online platform in Surabaya city without a license. Therefore, the East Java provincial government needs adequate regulation to manage its operations and this was conducted through the issuance of Governor Regulation Number 188/375/KPTS/103/2017 on the Quota Limitation of the Special-Online Rental Transportation. Prior to the implementation of this law, the number of online transportations in the city is listed in the following table.

Table. 3. Number of Registered Cars for Online Transportation

No	Online Transportation (22 Company)	Vehicle
1.	Principle License	2.348
2.	Operational	70
3.	Official (Principle License and Operational)	113
4.	Unofficial	429
5.	Apply	31
	License	9
	Total	3.000

Source: Agency of Transportation in East Java Province, 2019

Table 3 shows only 9 out of the 22 companies that registered their vehicles were deemed eligible and considered to have received an official license from the East Java Province Transportation Agency. Moreover, 2,348 vehicles have principal licenses, 70 have an

operational license, 31 did not apply, and 113 were official while 429 were unofficial vehicles. The East Java Governor Regulation Number 188/375/KPTS/103/ 2017 on the Quota Limitation of the Online Rental Transportation in the transition period. So that it caused an action against the governor's regulation The real impact of implementing this online transportation quota limit policy is the rejection made by all online transportation driver-partners who are members of the East Java Online Driver's Association. Online transportation driver-partners assessed that this quota limitation policy was considered unclear and was detrimental to hundreds of online transportation driver-partners so that online transportation driver-partners agreed to reject the East Java Provincial Governor Regulation to immediately revise the Governor Regulation limiting online transport the movement and file the lawsuit up to the courts. Because this Governor Regulation is considered not in line with the Minister of Transportation Regulation, where online transportation driver-partners must be able to provide security, comfort, and safety services, however, online transportation driver-partners are not allowed to carry passengers in these public places as airports, terminals, statistics, and hospitals (Wijaya, Fransiska, 2018).

The East Java Governor Regulation Number 188/375/KPTS/103/2017 on the Quota Limitation of the Online Rental Transportation in the transition period, along with the issuance of new regulations from the central government through the Minister of Transportation Regulation No. 188/2018 on Online Rental Transportation is directed towards the management of this system. The Ministerial Regulation serves as the bridge to facilitate the local government in the dynamics process of implementing the quota limitation policy to ensure it is effective even though it is a bit harsh. This is observable from the number of vehicles registered at the East Java Province Transportation Agency as shown in the following table :

Tabel.4. Issuance of Operating License for Special-Online Rental Transportation in East Java After The Enactment of the Minister of Transportation Regulation No. 188/2018

No	Company	Domicile	Description	Area	Number of vehicles
1.	Giat Capai Cita-cita Cooperative	Surabaya	New License	Germakertosusilo Plus	100
2.	Dwi Sarana Mesari Company	Surabaya	New License	Germakertosusilo Plus	5
3.	Wiratama Mandiri Sejahtera Cooperative	Surabaya	Additional	Germakertosusilo Plus	100
4.	Pelindo III Surabaya Cooperative	Surabaya	Additional	Germakertosusilo Plus	100
5.	Mabestera Maju Bersama Cooperative	Surabaya	New License	Germakertosusilo Plus	100
6.	Berlian Elite Imajinasi Company	Surabaya	New License	Germakertosusilo Plus	5
7.	Jeje Ani Trans Company	Surabaya	New License	Germakertosusilo Plus	56

8.	Asli Kijang Speedy Company	Surabaya	New License	Germakertosusilo Plus	5
9.	MTJ Trans Sejati Company	Surabaya	New License	Germakertosusilo Plus	5
10.	Ketan Duren Cooperative	Surabaya	New License	Germakertosusilo Plus	20
11.	Pari Joyo Trans Cooperative	Surabaya	New License	Germakertosusilo Plus	20
12.	Kanigara Jaya Raya Company	Surabaya	Additional	Germakertosusilo Plus	20
13.	Teknologi Pengangkutan Indonesia Comp.	Surabaya	Additional	Germakertosusilo Plus	20
14.	Bima Sakti Tri Jaya Company	Surabaya	New License	Germakertosusilo Plus	1
15.	Jasa Bhineka Usaha Mandiri Cooperative	Surabaya	New License	Germakertosusilo Plus	5
16.	Duo Mas Makmurindo Company	Surabaya	New License	Germakertosusilo Plus	1
17.	Sarana Mitra Selaras Cooperative	Surabaya	New License	Germakertosusilo Plus	5
18.	Dua Delapan Belas Pratama Cooperative	Surabaya	New License	Germakertosusilo Plus	5
19.	Company Pusaka Prima Transport	Surabaya	New License	Germakertosusilo Plus	20
20.	Jasa Asperda Setia Jaya Cooperative	Surabaya	New License	Germakertosusilo Plus	20
21.	Inovasi Bersama Jaya Company	Surabaya	New License	Germakertosusilo Plus	5
22.	Persatuan Pengemudi Indonesia Coop.	Surabaya	New License	Germakertosusilo Plus	1
Jumlah					619

Source: Transportation Agency of East Java Province, 2019

Table 4 shows after the Governor Regulation was implemented in a transition period of 3 simultaneous months along with the issuance of the Minister of Transportation Regulation No. 118/2018, a total of 619 vehicles have been registered by several companies at the East Java Provincial Office. Besides having a cooperative legal entity, the government also requires online transportation driver-partners to process a Special Rental Transportation (ASK) license and have a Service Standard Electronic Card (KEP) for each vehicle used. It is important to note that ASK is given to individuals and business entities providing online transportation services while KEP is a licensing document for the vehicles used for the



business. The information obtained showed 4 MSMEs already have the business license in online transportation as listed in Table 5:

Table. 5. Small and Medium Enterprises (MSME) registered on the Issuance of Operating License for Online Rental Transportation

No	Owner of MSME	Domicile	Operating Area	Vehicle
1.	Rudi Yuliantto	Surabaya	Germakertosusilo Plus	1
2.	Sudarsono	Surabaya	Germakertosusilo Plus	1
3.	Andy Firmansyah	Surabaya	Germakertosusilo Plus	1
4.	Yudha Anggara Sakti	Surabaya	Germakertosusilo Plus	1
Total				4

Source: Transportation Agency of East Java Province, 2019

The four MSMEs shown in the table already have cooperative legal entities registered in the online transportation in form of cars due to fact that the main priority of the driver- partners is to transport passengers instead of buying or delivering food orders or packages *as observed with GoFood, GoSend*, and several others where most of the time is wasted queueing up for consumer orders.

Online transportation driver-partners object to the regulations on online transportation quota restrictions. Because online transportation owners must comply with and meet the quota limit requirements. So that online transportation driver-partners can work. The amount of cost that makes it a barrier or objection from online transportation driver-partners. So that the implementation of the quota limit is difficult to implement. Even so, local governments continue to tolerate the time limit for quota restrictions until the quota is met. Local governments provide online transportation to register their vehicles so that they are cooperative entities. With a transitional period running for 3 (three) months since the Governor Regulation comes into force. However, what happened in the field, after the transition period, the quota limitation started. In fact, the government still provides an additional time tolerance for one (1) year until the issuance of the Minister of Transportation Regulation Number 118 of 2018 concerning safety and security for online transportation driver-partners and special rental transportation users, the central government will automatically recommend the governor's regulation.

In carrying out the management of courageous transportation quotas, East Java Governor Soekarwo has made approaches to the applicator, driver-partners, providing opportunities to various parties including the East Java Provincial Government, the East Java Provincial Transportation Agency, all Greater Surabaya Government agencies, and private parties as well as Aliando (National Driver Online Alliance) concerned so that the realization of the implementation process can be carried out. So that driver-partners are encouraged to accept it immediately so that driver-partners can continue to work. This is because the East Java Governor Regulation also collaborates with the Minister of Transportation Regulation Number 118 of 2018 which requires that driver-partners can continue to work, so they must comply with these regulations. The forms of regulation are as follows:

1. The driver's partner is required to have a NIB (Business Identification Number)
2. The partner is obliged the driver to have a commercial license or this with a Special Leasing Company

3. Applicators only partner with transportation drivers who dare to comply with applicable laws.

Meanwhile, the application company sends an email or via social media in the form of an appeal to transportation driver-partners who dare to organize these regulations.

## **6. CONCLUSION AND RECOMMENDATION**

Online transportation is one of the products of the 4.0 Industrial Revolution or distortion of technology and was discovered to have been adopted in Indonesia with both its advantages and disadvantages. Its use of internet application-based transportation makes its acceptability by the public to be very easy. This is in line with the submission of Giddens (2001) that the Internet is a vehicle for globalization with its ability to infiltrate people's lives slowly or quickly. The East Java Government has implemented an online transportation quota limitation to ensure adequate welfare of the driver-partners, determine their specific number, and to make sure the vehicles fulfill the minimum service standards. It was also implemented to avoid competition on passengers that may arise from an uncontrollable increase in their number. This further causes a reduction in income and a consequent effect on their economic life including the inability to repay the installments of the car being used for online transportation. The government will impose strict sanctions if the owner of the transportation does not register his vehicle or commits an illegal act by revoking his business license. Minimum Service Standards concerning safety and security that have been agreed upon for driver-partners and transportation users must be obeyed and implemented. The driver-partner who has made a mistake against the user, the driver-partner will receive a suspension from the user. The pen should be given according to the degree of error, based on the category (such as light suspension, moderate suspension or high suspension). However, if a driver-partner commits fraud by using an additional application, he should be given a suspension which is very appropriate to the level of error committed by the driver-partner. Because this is detrimental to everyone, be it app companies and fellow transportation driver-partners online. This is because driver-partners who do not cheat will automatically have an impact. That is the reduction in orders from users so that the income they get is reduced. Meanwhile, the application company will experience enormous financial losses, because they have to pay and give bonuses to online transportation driver-partners as a form of their work because they are considered to have worked. Online applications should make more shelters. The shelter must be located in a public area that is easily known to people, this is to facilitate pickup and provide a sense of security. Because shelters that are placed in a public area should be placed in a location that is easily seen by many people and has bright lighting at night. This is to anticipate if someone wants to commit a crime.

Moreover, it was discovered that 4 MSMEs already have Business License Numbers for online transportation using cars while motorbikes are considered to be more flexible and faster to deliver orders to customers. Therefore, the main priority of this system is to deliver users to their destinations quickly and safely. It is recommended that vehicles be registered to obtain a license in order to fulfill the quota required by the regulations enacted and also to ensure a calm and effective working process.

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