IJSS: International Journal of Social Science
Vol. 2 No. 1 (2026), pp: 152-161
ISSN: 3090-0646
DOI: https://doi.org/10.51805/ijss.v2i1.521

EFFECTIVENESS OF PUBLIC TRANSPORTATION ROUTE LICENSING SERVICES AT THE RIAU PROVINCE TRANSPORTATION AGENCY

Miftahul Jannah[1]*, Monalisa[1]
Universitas Islam Riau, Indonesia
*e-mail miftahuljannah465@student.uir.ac.id

ABSTRACT

The provision of public transport route licensing by the Riau Provincial Department of Transportation is essential to ensure the legality, safety, and orderliness of public transportation. However, persistent challenges in the field include the prevalence of illegal transport operations, delays in permit issuance, and low compliance among transport operators in securing official permits. This study aims to analyze the effectiveness of public transport route licensing services at the Riau Provincial Department of Transportation and to identify the inhibiting factors within the service process. A qualitative descriptive approach was employed, with data collected through observation, in-depth interviews with key informants, and document analysis. Service effectiveness was assessed using Steers' (1985) five indicators productivity, service quality, efficiency, flexibility, and user satisfaction. The findings indicate that licensing services have generally functioned quite well, supported by the integration of the Online Single Submission (OSS) system, although performance remains suboptimal. The main obstacles identified include a complex administrative and technical document verification process that causes delays, low interest among Intra-Provincial Urban Transport (AKDP) operators in applying for permits, regulations perceived as burdensome for small-scale travel businesses, and weak post-issue supervision in the field.

Keywords*Service Effectiveness, Route Licensing, Public Transport, Department of Transportation*

INTRODUCTION

Transportation is a strategic sector that supports mobility, distribution of goods and services, and regional economic growth. The quality of public services is an indicator of the success of regional government (Dwiyanto, 2006), therefore, public transport route licensing services are crucial for realizing an orderly and sustainable transportation system. Route licensing is a government administrative service (Sinambela, 2010) in the form of an administrative decision after fulfilling regulatory requirements (Hadjon, 1987). However, in Riau Province, many public transport vehicles still operate without official permits, characterized by shadow terminals, unregistered pools, and departure points that do not comply with regulations, thus potentially posing safety risks. Effectiveness studies refer to Steers (1985) through productivity, service quality, efficiency, flexibility, and satisfaction. Handoko (2000) and Mahsun (2006) emphasize the success of organizations and services that are high-quality and transparent. Previous research has not specifically focused on provincial-level public transport route licensing, resulting in a gap between the ideal concept and empirical conditions in Riau. This study raises questions regarding the effectiveness of public transport route licensing services at the Riau Provincial Transportation Agency, aiming to analyze effectiveness and identify obstacles to its implementation.

The novelty of the study lies in the application of Steers' (1985) organizational effectiveness indicators in the context of public transport route licensing at the Riau Provincial Transportation Agency.

RESEARCH METHODS

This study uses a descriptive qualitative approach to understand the effectiveness of public transport route licensing services at the Riau Provincial Transportation Agency. According to Sugiyono (2019), the researcher acts as a key instrument in exploring the natural conditions of the research object. Informants were selected through purposive sampling, including officials and employees who handle route licensing and transport operators who have applied for permits. Data collection was conducted through direct observation, in-depth interviews based on Steers' (1985) effectiveness indicators, namely productivity, service quality, efficiency, flexibility, and satisfaction, and documentation in the form of SOPs, service reports, and related regulations. The main instrument was the researcher herself, assisted by observation guidelines, interview guidelines, recorders, and field notes. Data analysis refers to the Miles and Huberman (1994) model through three stages: data reduction, data presentation in narrative form, and conclusion drawing. Data validity was tested using source and method triangulation to ensure the validity of the findings.

RESEARCH RESULT

This study involved seven informants who were selected using purposive sampling as presented in**Table 1.**, which is a method of selecting informants intentionally based on knowledge, experience, and direct involvement with the research object. Informants consist of internal and external elements related to public transportation route licensing services at the Riau Provincial Transportation Agency. From the internal side, informants include Rahmat Febrian, S.STP as Head of Transportation as key informant, Lefky Brilian, S.Tr as Head of Licensing Sub-Division, and Teguh Syafiq Kusneidi as Computer Operator. From the external side, informants consist of two travel business owners who have processed route permits, namely Apriza and Aditya, as well as two travel business owners who have not processed route permits, namely Budi and Suprianto.

Table 1.key informants and informants

NO	Name	Position	Information
1	Rahmat Febrian, S.STP	Head of Transportation Division	Key Informant
2	Lefky Brilliant S.Tr.Tra	Head of Sub-Section	Informant
3	Teguh Syafiq Kusneidi	Computer Operator	Informant
4	April	Business Owners Who Manage Permits	Informant
5	Aditya	Business Owners Who Manage Permits	Informant
6	Budi	Business Owners Who Do Not Take Care of Permits	Informant

7	Suprianto	Business Owners Who Do Not Take Care of Permits	informant

Data source processed by the author 2026

Based on age data on**Table 2.**Below, the informants in this study were divided into two age groups, namely the 20–30 year age group of 5 people and the 40–50 year age group of 2 people.

Table 2.Informant Age Data

No	Age Level	Amount
1	20-30	5
2	40-50	2
Amount		**7**

Data source processed by the author 2026

The age range of informants reflects the diversity of perspectives between the young group familiar with digital systems and the experienced group in the transportation business. In terms of education, five informants were high school graduates/equivalent and two were bachelor's graduates, so that both complement each other in providing a complete picture of route licensing services. The research was located at the Riau Provincial Transportation Agency, Jl. Jenderal Sudirman No. 474, Pekanbaru, selected purposively because it is a regional technical institution that organizes AKDP and AJDP route licensing services. The position and work procedures are regulated in Riau Governor Regulation Number 69 of 2019, with authority based on Government Regulation Number 18 of 2016. In practice, the Transportation Agency acts as a technical verifier, while the issuance of permits is carried out by DPMPTSP through the OSS system, in line with the principles of transparency and accountability of public services (Sinambela, 2010). Geographically, Pekanbaru as the capital of Riau since 1959 is located on the East Sumatra Trans-Sumatra route. Riau Province consists of 12 districts/cities with a population of approximately 6.73 million people in 2024. The vast and dispersed nature of the region makes inter-city public transportation within the province play a vital role, so that the effectiveness of route licensing services by the Riau Provincial Transportation Agency is a crucial issue that is the main focus of this research.

Service Productivity

The productivity of public transportation route licensing services at the Riau Provincial Transportation Agency is not optimal. According to Mr. Rahmat Febrian, of the 4-5 companies that process permits per month, the majority are freight transport and only 1-2 companies process AKDP permits, resulting in a gap between targets and realization, in line with Steers (1985). Mr. Lefky Brilian explained the target of 80% AKDP and 20% AJDP, but AJDP is more dominant because it is more in demand, while interest in AKDP is decreasing due to unbalanced competition, according to Handoko (2000). Observations show that services last approximately 8 hours per day. The number of applicants for public transportation route permits is still small compared to freight transport permits, although apparatus productivity is considered good by Mr. Apriza. The low interest of small business actors, as conveyed by Mr. Suprianto, also hampers productivity. This shows that productivity is not only

determined by the performance of the apparatus, but also by the awareness of business actors in managing legality.

Service Efficiency

The efficiency of public transport route licensing services at the Riau Provincial Transportation Agency has increased since the implementation of the Online Single Submission (OSS) system. With the division of roles between the DPMPTSP as the licensing organizer and the Transportation Agency as the technical verifier, the process has become more structured and the target completion of a maximum of one working week can be met in 3–4 days if the requirements are complete, in line with the efficiency concept according to Gibson in Siswanto (2012). However, efficiency in the field is not optimal. Applicants still experience complications due to incomplete files that require repeated corrections, while file verification is considered time-consuming. The mismatch between the target and the actual service time reflects the ineffective utilization of resources, as stated by Siagian (2012). In addition, applicants' low understanding of the requirements is a major obstacle. Many applicants come with incomplete documents, resulting in delayed verification processes. Therefore, service efficiency does not only depend on the performance of the apparatus, but also requires more intensive socialization to business actors so that the process runs more quickly and meets the target time.

Service Satisfaction

Service satisfaction is an important indicator of the effectiveness of public services. At the Riau Provincial Transportation Agency, the satisfaction of route permit applicants was measured through a Public Satisfaction Survey (SKM), the results of which indicated a fairly good level of satisfaction. This reflects the reliability dimension according to Zeithaml, Parasuraman, and Berry in Tjiptono (2014:111), namely consistent service reliability through regular measurements. Complaint handling and consultations were also responsive. Officers were considered friendly, willing to explain requirements, and even provide information outside of working hours. This response aligns with the responsiveness and empathy dimensions according to Zeithaml, Parasuraman, and Berry in Tjiptono (2014:111). However, satisfaction is not yet optimal and evenly distributed. Applicants still complain about the uncertainty of permit completion times, while small-scale travel business operators consider the procedures too burdensome, thus reducing interest in obtaining official permits. This condition indicates that services are not fully effective in reaching all target groups, as stated by Mahsun (2006), who stated that effective services must have a tangible positive impact on all users. Improvements are still needed so that satisfaction is felt not only by large companies but also by small transportation business operators.

Service Adaptation

The Riau Provincial Transportation Agency has demonstrated considerable adaptability to regulatory and service technology changes. Each new Ministry of Transportation policy is coordinated directly with the regions for immediate implementation, in line with Steers (1985), who emphasized flexibility as an indicator

of organizational effectiveness. This adaptation is evident in the implementation of the OSS system, which is considered more modern and simplifies administration, as well as procedural adjustments through NIB verification and the preparation of SMKPAU documents to improve service safety. However, adaptation has not fully reached all target groups. Small-scale travel businesses still struggle to meet requirements more appropriate for companies with large fleets, and some applicants experience difficulties accessing the online system due to limited digital literacy. This situation indicates that affordability and ease of access for all levels of users need to be improved, in accordance with the principles of Law Number 25 of 2009 concerning Public Services, which emphasizes participation, accountability, and transparency for all service users.

Service Development

The development of public transportation route licensing services at the Riau Provincial Transportation Agency is carried out through two aspects: human resource development and service system development. Human resource development is carried out by assigning the best officers in accordance with Minimum Service Standards and improving competency through training for public transportation service officers. As emphasized by Makmur (2015), who stated that goal-oriented development can increase organizational effectiveness. From the user perspective, officers are considered friendly and able to explain requirements, but the speed of service and clarity of information still need to be improved because many applicants are confused about the required documents. This is in line with Dwiyanto (2015) who stated that effective public services must meet the needs of the community in a fair, transparent, and accountable manner. Furthermore, post-permit supervision also needs to be strengthened. Budget limitations are a major obstacle in controlling transportation operating outside the route or without permits. As stated by Sinambela (2010), the quality of public services reflects the government's ability to optimally respond to community needs. Therefore, comprehensive development, from administration, improving the competence of apparatus, to strengthening supervision in the field, is key to realizing effective licensing services.

Factors Inhibiting the Effectiveness of Public Transportation Route Licensing Services at the Riau Province Transportation Agency

The main inhibiting factors for public transport route licensing services at the Riau Provincial Transportation Agency include three things. First, the low interest of business actors in applying for AKDP route permits. Mr. Lefky Brilian, S.Tr., said that only 1-2 companies per month apply for AKDP permits due to the unbalanced competition with AJDP. Mr. Suprianto added that the small scale of his business with one fleet for family needs means that the yellow plate requirements are not within his capabilities. This condition causes the service target to not be achieved optimally even though the apparatus is ready to serve every weekday, in line with Mahsun (2006) that effective service must reach all target groups. Second, the administrative and file verification process is still long and complicated. Mr. Apriza stated that small errors in documents require re-correction, thus prolonging the process, reinforced by Mr. Aditya who said that permit issuance does not always meet the promised time. Mr.

Lefky Brilian, S.Tr. confirmed that completeness of administration is an absolute requirement even though it often makes applicants come back repeatedly. This condition shows that the principles of ease of access, speed, and legal certainty in licensing according to Pasolong (2007) have not been fully fulfilled. Third, regulations and licensing requirements are not yet in accordance with the conditions of small business actors and there is weak supervision after the issuance of permits. Mr. Budi considers the rules more suitable for companies with large fleets, while Mr. Suprianto considers the costs and permit process are not commensurate with the income of small businesses. Mr. Rahmat Febrian, S.STP admitted that supervision of illegal transportation is still limited due to budget constraints, thus reducing the interest of business actors to comply with the rules. This contradicts Hadjon (1987) that the effectiveness of licensing as a preventive legal protection mechanism depends on a well-functioning supervisory function.

DISCUSSION

Effectiveness of Public Transportation Route Licensing Services at the Riau Province Transportation Agency

The results of the study indicate that the effectiveness of public transportation route licensing services at the Riau Provincial Transportation Agency is quite good but not optimal. Based on Steers' (1985) five indicators—productivity, efficiency, satisfaction, adaptation, and development—services are supported by the implementation of the OSS system, apparatus commitment, and periodic public satisfaction surveys. However, the gap between service standards and field conditions indicates that effectiveness is not optimal, in line with Handoko (2000), and is influenced by the participation and compliance of business actors with regulations (Dewi, 2017). In terms of productivity, the achievement of the AKDP permit target is still low with an average of only 1–2 companies per month, far below the target of 80% AKDP and 20% AJDP. The dominance of AJDP is due to unbalanced competition and the lack of interest of business actors in processing AKDP permits. The productivity of apparatus in serving applicants is quite good, but productivity issues do not only stem from apparatus performance, but also from the low awareness and readiness of business actors to handle legality, as stated by Putri & Hidayat (2020).

Service Efficiency

The efficiency of route licensing services has improved through the implementation of the Online Single Submission (OSS) system. With this one-stop shop mechanism, the target for permit completion is a maximum of one working week, and can be issued in 3–4 days if the requirements are complete, in line with the concept of efficiency according to Gibson in Siagian (2012) as the ability to optimize resources to achieve results in a timely manner. However, efficiency in the field remains constrained. Apriza stated that "the file verification section is still less efficient because document checking takes a long time, and if there is a small error, we are asked to correct it again, making the process even longer." Aditya also acknowledged that permit issuance does not always meet the promised time. This finding aligns with Pratama & Wibowo (2019) who found that land transportation licensing services are still hampered by a lengthy and less transparent document verification process. This

condition confirms Siagian's (2012) view that effectiveness requires the utilization of resources to produce quality and timely services, so that the mismatch between targets and realization reflects less than optimal efficiency.

Service Satisfaction

The level of applicant satisfaction with route licensing services is generally quite good, as reflected in the results of the Public Satisfaction Survey (SKM) of the Riau Province Transportation Agency. The attitude of the apparatus received a positive assessment, as stated by Aditya that "the officers were quite friendly when providing services and provided explanations if there were incomplete requirements." This reflects the fulfillment of the dimensions of responsiveness and empathy according to Zeithaml, Parasuraman, & Berry in Tjiptono (2014:111), and supports the findings of Safitri & Setyowati that innovations in the licensing system oriented towards convenience can increase public satisfaction. However, satisfaction is not optimal and evenly distributed. Apriza stated that he "cannot say he is very satisfied because there are still obstacles, especially in the certainty of the time for completing permits," while Budi and Suprianto considered the procedure still too burdensome for small business owners. This condition indicates a gap in satisfaction between target groups, which according to Mahsun (2006) needs to be addressed so that effective services can reach all users and provide a real positive impact.

Service Adaptation

The Riau Provincial Transportation Agency has demonstrated a strong ability to adapt to regulatory changes and technological developments in services. Every regulatory change from the Ministry of Transportation is coordinated directly with the regions to avoid information gaps. The implementation of the OSS system is a tangible manifestation of the adaptation felt by applicants, as stated by Aditya, who stated that "since using the OSS system, several processes have been carried out digitally and are more modern than previously, which were all done manually." This supports the flexibility indicator of Steers (1985) and the findings of Safitri & Setyowati that the use of technology in online licensing increases flexibility and ease of access. However, adaptation has not fully reached all target groups. Suprianto stated that "the existing regulations are more suitable for companies with large fleets, while for small businesses like us, it is still quite difficult to comply with all the requirements." Furthermore, not all applicants understand how to use the online system, so they experience difficulties accessing digital services. This condition contradicts the spirit of Law Number 25 of 2009 concerning Public Services, which emphasizes that services must be open to all users without exception, as stated by Hadjon (1987) and Sinambela (2010).

Service Development

Efforts to develop services at the Riau Provincial Transportation Agency are carried out through the development of human resources and service systems. Human resource development is carried out through regular training in Jakarta or Bekasi and the assignment of the best officers to serve applicants, reflecting the commitment to increasing the capacity of the apparatus as emphasized by Makmur (2015). The results are felt by applicants, as stated by Aditya that "the officers are quite

friendly and usually explain the requirements that must be met." However, Apriza noted that "what needs to be developed most is the speed of service and the clarity of information regarding route permit requirements." This shows that although the competence of the apparatus has increased, the development of public information and communication systems still needs to be strengthened. According to Dwiyanto (2015), effective public services must be fair, transparent, and accountable, so that clarity of information is an important prerequisite. Furthermore, service development faces the challenge of post-permit supervision. Observations show that many transportation services still operate without official permits due to limited supervision budgets (Mahsun, 2006). As stated by Sinambela (2010), the quality of public services reflects the government's ability to respond optimally to the people's needs, so that comprehensive development starting from administration, increasing the competence of apparatus, to strengthening supervision is the key to realizing effective route licensing (Hadjon, 1987).

Factors Inhibiting the Effectiveness of Route Licensing Services

This study identified three main factors inhibiting the effectiveness of public transport route licensing services at the Riau Provincial Transportation Agency. First, low business interest in obtaining AKDP route permits, with an average of only 1–2 companies per month. This is due to the unbalanced competition between AKDP and AJDP and the stringent requirements for small businesses, as Suprianto stated that his business is "still small and has only one fleet, so if it has to be used as a public transport vehicle with yellow plates, it is not yet worth it." This finding supports Putri & Hidayat (2020) that the effectiveness of licensing policies is largely determined by business actors' compliance with and understanding of regulations. Second, the administrative and file verification processes are still complicated and time-consuming, so the principle of ease and speed in licensing services according to Pasolong (2007) has not been fully fulfilled. Third, regulations are not fully suited to the conditions of small businesses and post-permit issuance supervision is still weak. Budi stated that "existing regulations are more suitable for companies with large fleets," while budget constraints mean that field supervision is less than optimal. This condition is contrary to the preventive function of licensing according to Hadjon (1987), and if supervision does not run well, the objectives of licensing will not be achieved optimally (Mahsun, 2006).

CONCLUSION

This study analyzes the effectiveness of public transport route licensing services at the Riau Provincial Transportation Agency based on Steers' (1985) five indicators: productivity, efficiency, satisfaction, adaptation, and development. The results indicate that services have generally been running quite well, but not optimally. In terms of productivity, services are running actively every weekday, but the achievement of AKDP permit targets is low due to the lack of interest from business actors. In terms of efficiency, OSS has accelerated the process, but file verification still hinders timeliness. In terms of satisfaction, the apparatus is considered responsive and friendly, but small business actors feel the procedures are too burdensome. In terms of adaptation, the Agency is able to adjust to regulatory and technological changes

through OSS, although not all users are able to access the digital system. In terms of development, competency improvement through training has been carried out, but post-permit supervision remains weak due to budget constraints. The three main inhibiting factors identified are the low interest of business actors in obtaining AKDP permits, the complexity of the administrative and verification processes, and the incompatibility of regulations with the conditions of small business actors accompanied by weak supervision in the field. This finding strengthens the argument that the effectiveness of licensing services is not only determined by the internal performance of the apparatus, but also by the participation and compliance of business actors with regulations.

Based on the research results, the authors offer several recommendations. The Riau Provincial Transportation Agency needs to increase public awareness regarding the importance of route permits, particularly AKDP (Travel Operators), to raise awareness and compliance among small business owners. Supervision of unlicensed or non-route vehicles needs to be strengthened with adequate budget support to ensure consistent supervision and foster healthy business competition. Service infrastructure needs to be improved along with strengthening user-friendly digital systems to ensure faster, more effective, and more transparent licensing processes. Civil servant competency needs to be improved through regular education and training, and local governments are expected to allocate adequate budgets to support supervision and continuous improvement of service quality. This research was limited to seven informants in one agency, so generalization of the results needs to be done cautiously. Future research is recommended to expand the scope of the region, involve more informants from various types of public transportation businesses, and use a mixed methods approach to obtain a more comprehensive picture.

Thank-you note

The author would like to thank the Islamic University of Riau, especially the Faculty of Social and Political Sciences and the Government Science Study Program, for the facilities and academic support. Thank you to Dr. Dra. Hj. Monalisa, M.Si as the supervisor, and Mr. Dr. Syaprianto, S.Sos., M.IP as the Head of the Study Program for their guidance and direction. Appreciation is also expressed to the leadership and staff of the Riau Provincial Transportation Agency, especially Mr. Rahmat Febrian, S.STP, Mr. Lefky Brilian, S.Tr, and Mr. Teguh Syafiq Kusneidi, as well as external informants Mr. Apriza, Mr. Aditya, Mr. Budi, and Mr. Suprianto for their data and information contributions. Finally, thank you to family and friends for their endless prayers, support, and encouragement.

REFERENCE

Dwiyanto, Agus. 2015. Mewujudkan Good Governance Melalui Pelayanan Publik. Yogyakarta Gadjah Mada University Press.

Gibson, James L., John M. Ivancevich, dan James H. Donnelly. 2012. Organisasi Perilaku, Struktur, dan Proses. Jakarta Erlangga.

Hadjon, Philipus M. 1987. Perlindungan Hukum Bagi Rakyat di Indonesia. Surabaya PT Bina Ilmu.

Handoko, T. Hani. 2000. Manajemen Personalia dan Sumber Daya Manusia. Yogyakarta BPFE.
Handoko, T. Hani. 2000. Personnel and Human Resource Management. Yogyakarta BPFE.
Mahsun, Mohamad. 2006. Pengukuran Kinerja Sektor Publik. Yogyakarta BPFE.
Mahsun, Mohamad. 2006. Public Sector Performance Measurement. Yogyakarta BPFE.
Makmur. 2015. Efektivitas Kebijakan Kelembagaan Pengawasan. Bandung Refika Aditama.
Makmur. 2015. Effectiveness of Supervisory Institutional Policies. Bandung Refika Aditama.
Miles, Matthew B., and A. Michael Huberman. 1994. Qualitative Data Analysis. Thousand Oaks Sage Publications.
Miles, Matthew B., dan A. Michael Huberman. 1994. Qualitative Data Analysis. Thousand Oaks Sage Publications.
Pasolong, Harbani. 2007. Public Administration Theory. Bandung Alphabeta.
Pasolong, Harbani. 2007. Teori Administrasi Publik. Bandung Alfabeta.
Pratama, R., & Wibowo, A. (2019). Kualitas pelayanan publik dalam penyelenggaraan perizinan transportasi darat. Jurnal Administrasi Publik, 6(1).
Pratama, R., & Wibowo, A. (2019). Quality of public services in the implementation of land transportation licensing. Journal of Public Administration, 6(1).
Pugu, M. R., Riyanto, S., & Haryadi, R. N. (2024). *Metodologi Penelitian; Konsep, Strategi, dan Aplikasi*. PT. Sonpedia Publishing Indonesia.
Putri, D. A., & Hidayat, R. (2020). Efektivitas kebijakan perizinan angkutan umum di tingkat pemerintah daerah. Jurnal Ilmu Pemerintahan, 5(2).
Putri, DA, & Hidayat, R. (2020). Effectiveness of public transportation licensing policies at the local government level. Journal of Government Science, 5(2).
Siagian, Sondang P. 2012. Organizational Development Theory. Jakarta Bumi Aksara.
Siagian, Sondang P. 2012. Teori Pengembangan Organisasi. Jakarta Bumi Aksara.
Sinambela, Lijan Poltak. 2010. Public Service Reform: Theory, Policy, and Implementation. Jakarta Bumi Aksara.
Sinambela, Lijan Poltak. 2010. Reformasi Pelayanan Publik Teori, Kebijakan, dan Implementasi. Jakarta Bumi Aksara.
Steers, Richard M. 1985. Efektivitas Organisasi. Jakarta Erlangga.
Steers, Richard M. 1985. Organizational Effectiveness. Jakarta Erlangga.
Sugiyono. 2020. Metode Penelitian Kualitatif. Bandung Alfabeta.
Sugiyono. 2020. Qualitative Research Methods. Bandung Alfabeta.