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Research Article

Governing Public Transport Quality: The Oversight Strategy of Serang City Government

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Abstract

This study aims to analyze the supervision strategy carried out by the Serang City Transportation Agency in improving the quality of public transportation services in 2024 and identify supporting and inhibiting factors in its implementation. This study uses a qualitative method with data collection techniques through interviews, observations and documentation. The research analysis uses George's theory. R Terry which includes Planning, Organizing, Actuating and Controlling. The results of the study show that the public transportation supervision strategy carried out by the Serang City Transportation Agency has been implemented through route network planning, the establishment of transportation institutions, control and monitoring activities, and the provision of public complaint mechanisms. However, the implementation has not been optimally carried out because there are still violations of the route, disorderly public transportation operations, unsuitable fleet conditions, and low public participation in supervision. The implementation is supported by institutional strengthening, transportation cooperatives, and coordination among relevant stakeholders, while regulatory and route permit issues, individual vehicle ownership, competition from online transportation, economic pressures, and inadequate fleet conditions remain major inhibiting factors. Overall, the supervision strategy has not yet been optimal in improving the quality of public transportation services in Serang City. Although the organizing function has been relatively well implemented, planning, actuating, and controlling still face implementation gaps that affect the effectiveness of supervision.

Keywords: Oversight Strategy, Public Transportation, Public Service Quality, POAC, Serang City

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Introduction

Public transportation is one of the important parts in supporting people's mobility and urban activities. Population growth and increasing mobility needs have led to an increasing need for safe, comfortable, affordable, and reliable transportation (Syaifanayah, 2025). Transportation not only functions as a means of community movement, but also supports economic and social activities and expands public access to various centers of activities and public services. However, the implementation of public transportation still faces various problems, such as congestion, limited infrastructure, and lack of integration between modes of transportation.

These problems are also faced by Banten Province. Based on the 2024 Banten Provincial Transportation Agency Performance Report, Banten Province's connectivity ratio reached the target of 70.00 with a realization of 70.00 or an achievement of 100 percent. Meanwhile, the public satisfaction index for public services in the transportation sector reached 86.17 or 107.71 percent of the target. Although these achievements show quite good results, there are still several aspects of service that need to be considered, such as bus stop facilities, passenger comfort, integration of bus stops with other modes of transportation, and the quality of transportation supporting facilities. These conditions show that the achievement of performance indicators has not completely eliminated problems in the implementation of public transportation. Although provincial level indicators show high target realizations, these macro achievements do not fully reflect the operational challenges faced at the local level, particularly in Serang City

As the capital of Banten Province, Serang City also faces transportation problems, including congestion, limited supporting facilities, and irregular public transportations (Yulia et al., 2026). The Serang City Government together with related agencies have made various efforts, such as joint operations to control public transportation and traffic arrangements, but their implementation has not been able to fully overcome these problems (Oktaviani et al., 2025). Problems are also found in the condition and utilization of bus stops, the absence of definite

departure schedules, and the practice of picking up and dropping off passengers outside designated locations (Rewa, 2024).

These conditions show that the availability of public transportation facilities has not been fully supported by operational order and consistent supervision.

The various conditions show that the problem of public transportation in Serang City is not only related to the availability of facilities and infrastructure, but also to the lack of optimal supervision of the implementation of services. There are still findings of operational disorder, route incompatibility, suboptimal use of bus stops, and less feasible fleet conditions indicate a gap between the policies that have been set and the implementation in the field. Supervision is needed to ensure that the implementation of public transportation runs in accordance with the provisions that have been set (Sintia et al., 2026). In public services, supervision can involve internal and external elements, including the Inspectorate, DPRD, Ombudsman, and community, so that service implementation remains consistent with regulations and community needs (Dewi & Suparno, 2022).

One of the supervision challenges in Serang City is related to transportation regulations and route permits. Serang Mayor Regulation Number 11 of 2020 is one of the bases for transportation implementation. However, follow-up and socialization regarding route permit renewal have not been clearly carried out. This condition becomes an obstacle in data collection, guidance, and supervision. In addition, route inconsistencies and inconsistent control indicate that existing regulations have not been fully supported by optimal implementation and supervision.

The gap between policy and implementation indicates the need for a supervision strategy that is carried out systematically. This study analyzes the supervision strategy of the Serang City Transportation Office using George R. Terry's Planning, Organizing, Actuating and Controlling (POAC) functions. The four functions are used to examine the planning of supervision activities, organization of resources and related parties, implementation of supervision, and control of public transportation operations. Law Number 25 of 2009 concerning Public Services is also used as the normative basis for viewing public transportation as a form of public service.

Literature Review

In management theory (Terry, 2021) explained that the management function consists of four main elements, namely Planning, Organizing, Actuating, and Controlling (POAC). In this study, the POAC model is applied as an analytical framework to examine the management and implementation of public transportation supervisions.

Planning is the process of determining the goals and steps needed to achieve these goals. In this study, the planning aspect is used to see how the Serang City Transportation Agency prepares public transportation supervision planning, including route network planning, route suitability surveys, and determination of supervision activities. Organizing is related to the division of tasks, resource management, and coordination of the parties involved. This aspect is used to analyze the formation of transportation institutions and the coordination of the Transportation Agency with related agencies in the implementation of supervision.

Furthermore, Actuating is the process of implementing a plan that has been determined. In this study, this aspect is used to see the implementation of monitoring, control, coaching, and action against violations of public transportation operations. Meanwhile, Controlling is the process of evaluating activities to ensure alignment with predetermined service standards. In this framework, controlling is used to analyze evaluation mechanisms, follow up on supervision result, and community feedback in public transportation management.

In addition to the POAC theory, this study uses Law Number 25 of 2009 concerning Public Services as a normative foundation in looking at the implementation of public transportation. The law places public services as the state's obligation in meeting the needs of the community through the provision of quality services. In the context of this research, Law Number 25 of 2009 is used to see the extent to which the implementation of public transportation supervision by the Serang City Transportation Office supports the fulfillment of public services in accordance with the needs of the community.

The use of the two foundations has different but complementary functions. The POAC theory is used as an analytical framework to identify and evaluate the supervision strategy of the Serang City Transportation Agency based on the stages of planning, organizing, actuating, and controlling. Meanwhile, Law Number 25 of 2009 is used as a normative foundation to see the relationship between the implementation of supervision and efforts to improve the quality of public transportation services to the community. Thus, the research not only looks at whether supervision activities have been carried out, but also analyzes how the process supports the implementation of public services.

Previous research on public transportation in Serang City generally discussed service problems, infrastructure, and basic policy implementation. For instance (Yulia et al., 2026) examined traffic congestion and the limited availability of supporting transportation facilities in Serang City. (Oktaviani et al., 2025) analyzed the joint operational efforts between local government and related agencies in controlling public transport operations, noting that these efforts remain partially effective. Meanwhile, (Rewa, 2024) highlighted operational disorders, specifically regarding improper bus stop utilization, indefinite departure schedules, and unauthorized passenger drop offs.

These limitations provide space for this study to not only identify public transportation problems, but also examine the process of local governments in planning, organizing, implementing, and controlling public transportation supervision. This study also looks at various factors that support and hinder the implementation of supervision strategies, including regulatory aspects, institutions, fleet conditions, driver behavior, and community participation.

Based on the study, this study is directed to analyze the supervision strategy of the Serang City Transportation Agency in improving the quality of public transportation services in 2024. The POAC framework is used as a management framework to analyze implementation of public transportation supervision, while Law Number 25 of 2009 is used to provide a normative perspective on the implementation of public services. The use of these two foundations is expected to provide a more comprehensive picture of the effectiveness of the public

transportation supervision strategy and its suitability with the needs of the community as service users.

Methods

This study uses a descriptive qualitative approach that aims to obtain an in-depth overview of the supervision strategy of the Serang City Transportation Agency in improving the quality of public transportation services in 2024. Data collection was conducted in January 2025, with the complete data analysis and reporting phase carried out through April 2025, specifically evaluating the supervision in implementation during 2024. The qualitative approach was chosen because the research focuses on understanding the supervision implementation process, the conditions that occur in the field, and the factors that support and hinder the implementation of public transportation supervision (Andini & Adianto, 2026).

The object of the research is the public transportation supervision strategy implemented by the Serang City Transportation Office, while the research location is in the Serang City area, Banten Province. The research focuses on the implementation of supervision of urban public transportation operations and local government efforts to improve the quality of public transportation services during 2024.

The data sources in the study consist of primary data and secondary data. Primary data was obtained directly through interviews with 6 informants who are directly involved in and affected by the implementation and supervision of public transportation in Serang City. These informants comprise 2 officials from Serang City Transportation Agency representing policy implementation and field supervision roles) who are responsible for planning and executing supervision policies, 1 public transportation driver operating in Serang City to capture operational compliance and field challenges, and 3 public service users to evaluate the direct impact of supervision on service quality (Rasyid et al., 2024). Secondary data is obtained through documents and regulations related to the implementation of public transportation, such as planning documents,

transportation data, regional regulations, mayoral regulations, and other documents relevant to the research (Scott, 2025).

Data collection techniques are carried out through interviews, observations, and documentation. Interviews are conducted in depth with informants to obtain information about the planning, implementation, and control of public transportation supervision and problems found in its implementation. Observations were conducted at key public transportation nodes, main transit routes, and several service areas across Serang City. The observation process specifically focused on three core operational and supervisory aspects; driver compliance with designated route itineraries, the physical condition and roadworthiness of public transportation vehicles (angkot) and the availability and fleet distribution of *angkot* across different regions in Serang City. Meanwhile, documentation is used to complete research data through documents, photos, archives, and written sources related to the research object.

The determination of informants is carried out purposively, namely based on the consideration that the informant has knowledge, experience, or direct involvement in the implementation and supervision of public transportation in Serang City (Rasyid et al., 2024). The information obtained from various informants was then compared to obtain a more objective picture of the condition of public transportation supervision.

The data analysis technique is carried out interactively through the stages of data reduction, data presentation, and conclusion drawn. In the reduction stage, data from interviews, observations, and documentation are selected and grouped based on information relevant to the focus of the research. Furthermore, the data is presented in the form of descriptive descriptions and tables to facilitate the interpretation process. The last stage is drawing conclusions by identifying patterns, relationships, and findings related to the implementation of public transportation supervision strategies in Serang City.

The validity of the data is carried out through triangulation of sources and techniques, namely comparing information obtained from various informants and comparing the results of interviews with the results of observations and

documentation (Susanto & Jailani, 2023). The process is carried out to ensure that the data used in the research is consistent and accountable.

To evaluate the implementation of public transportation supervision using the POAC , this study establishes qualitative assessment criteria based on indicator achievement: (1) Optimal, when POAC instrument exist, operate consistently, and achieve policy goals with high public alignment; (2) Fairly Optimal, when instruments exist and function partially, but encounter minor operational or procedural constraints; and (3) Not Optimal, when instruments are outdated, lack routine enforcement, show significant gaps between regulation and field reality, or suffer from low public participation.

Results and Discussion

Serang City's Supervision Strategy in Improving the Quality of Public Transportation Services in 2024

To analyze the supervision strategy, this study uses George R. Terry's four management functions: planning, organizing, actuating and controlling (POAC). These functions are used to examine how the Serang City Transportation Agency plans, Organizes, implements and evaluates public transportation supervision.

a. Planning

The Serang City Transportation Agency has carried out planning through the preparation of the General Plan of the Route Network (RUJT) and route suitability surveys. The RUJT is directed to support the addition of routes, expand the range of services, and adjust the transportation network to regional developments and the mobility needs of the community (Afra et al., 2026). The route suitability survey is also conducted to identify actual operational conditions and provide material for policy evaluation.

Table 1. *City and Border Transport Routes*

Transportation Type	Code and route	Max Distance (Km)	Vehicle Under color	Vehicle Top Color
Serang City Border	12 / Pakupatan Terminal - Ciruas	10.00	Red	Red

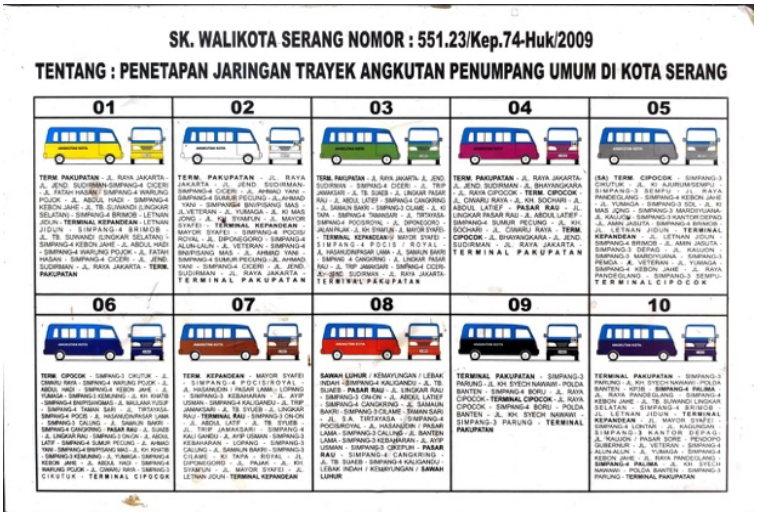
Transportation Type	Code and route	Max Distance (Km)	Vehicle Under color	Vehicle Top Color
Transportation Route	13 / Pakupatan Terminal – Ciruas – Walantaka	17.00	Red	Red
	14 / Kepandean Terminal - Gunung Sari	22.00	White	White
	15 / Kepandean Terminal – Kramat Watu – KHI	12.00	White	White
	16 / Cipocok – Baros	12.00	Yellow	Yellow
Urban Transportation Routes in Serang City	01 / Pakupatan – Ciceri – Kepandean PP	9.10	Yellow	Metallic Blue
	02 / Pakupatan – Ahmad Yani – Kepandean PP	7.10	White	Metallic Blue
	03 / Pakupatan – Rau Market – Kepandean PP	10.10	Green	Metallic Blue
	04 / Pakupatan – Cipocok – Rau PP Market	8.00	Pink	Metallic Blue
	05a / Cipocok – Yumaga – Kepandean – Royal PP	6.10	Grey	Metallic Blue
	05b / Cipocok – Yumaga – Kepandean – Royal PP (Via Buah Gede/Al-Azhar)	6.00	Grey	Metallic Blue
	06 / Cipocok – Royal – Old Market – Rau PP Market	6.10	Blue Black/ Dongker	Metallic Blue
Urban Transportation Routes in Serang City	07 / Kepandean – Lopang – Rau PP Market	7.30	Chocolate	Metallic Blue
	08 / Sawah Luhur/Kemayungan/Lebak Indah – Pasar Rau – Royal PP	16.90	Red	Metallic Blue
	09 / Pakupatan – Banten Police – Simpang Boru – Cipocok PP	7.20	Black	Metallic Blue
	10 / Pakupatan - Banten Police – KP3B Palima – Kepandean PP	22.00	Purple	Metallic Blue
	11 / Rau Market - Banten	12.00	Dark Blue	Dark Blue

Source: Attachment to the Department of Transportation's Decree on Route Provisions (2009)

However, the findings show a gap between the planned route network and operational conditions. Based on field observations, several routes suffer from low fleet availability, while public transportation drivers frequently operate outside their designated routes. This is corroborated by interview result with public service users. One passenger noted:

> "*Angkot drivers often change their routes or ask passengers to drop off before reaching the final destination, especially when the vehicle is not full or when traffic is congested.*"

Furthermore, direct observations confirmed that several *angkot* operating on Route 01 (Pakupatan–Ciceri-Kepandean) deviated into unassigned residential roads to compete for passengers.


SK. WALIKOTA SERANG NOMOR : 551.23/Kep.74-Huk/2009

TENTANG : PENETAPAN JARINGAN TRAYEK ANGKUTAN PENUMPANG UMUM DI KOTA SERANG

01	02	03	04	05
TERM. PAKUPATAN - JL. RAYA JAKARTA - JL. JEND. SUDIRMAN-SIMPANG-4 CICERI - JL. FATAH HASAN - SIMPANG-4 WARUNG POJOK - JL. ABDUL HADI - SIMPANG-4 KEBON JAHE - JL. TB. SUWANDI (UNGKAR SELATAN) - SIMPANG-4 BRIMOB - LETNAN JIDUN - **TERMINAL KEPANDEAN** - LETNAN JIDUN - SIMPANG-4 BRIMOB - JL. TB. SUWANDI (UNGKAR SELATAN) - SIMPANG-4 KEBON JAHE - JL. ABDUL HADI - SIMPANG-4 WARUNG POJOK - JL. FATAH HASAN - SIMPANG-4 CICERI - JL. JEND. SUDIRMAN - JL. RAYA JAKARTA - **TERM. PAKUPATAN**	TERM. PAKUPATAN - JL. RAYA JAKARTA - JL. JEND. SUDIRMAN-SIMPANG-4 CICERI - JL. AHMAD YANI - SIMPANG-4 SUMUR PECUNG - JL. AHMAD YANI - SIMPANGAN BNI/PISANG MAS - JL. VETERAN - JL. YUMAGA - JL. KI MAS JONG - JL. KH. SYAMSUN - JL. MAYOR SYAFEI - **TERMINAL KEPANDEAN** - JL. MAYOR SYAFEI - SIMPANG-4 POOSI ROYAL - JL. DIPONEGORO - SIMPANG-4 ALUN-ALUN - JL. VETERAN - SIMPANG-4 BNI/PISANG MAS - JL. AHMAD YANI - SIMPANG-4 SUMUR PECUNG - JL. AHMAD YANI - SIMPANG-4 CICERI - JL. JEND. SUDIRMAN - JL. RAYA JAKARTA - **TERMINAL PAKUPATAN**	TERM. PAKUPATAN - JL. RAYA JAKARTA - JL. JEND. SUDIRMAN - JL. TRIP JAMAKSARI - JL. TB. SUAES - JL. LINGKAR PASAR RAU - JL. ABDUL LATEF - SIMPANG-4 CANGKRING - JL. SAMIUN BAKRI - SIMPANG-3 CILIME - JL. KI TAPA - SIMPANG-4 TRANGGAR - JL. TIRTAYASA - SIMPANG-4 POOSI/ROYAL - JL. DIPONEGORO - JAWAPALIMA - JL. KH SYAMSUN - JL. MAYOR SYAFEI - **TERMINAL KEPANDEAN** - JL. MAYOR SYAFEI - SIMPANG-4 POOSI / ROYAL - JL. HASANUDINPASAR LAMA - JL. SAMIUN BAKRI - SIMPANG 4 CANGKRING - JL. LINGKAR PASAR RAU - JL. TRIP JAMAKSARI - SIMPANG-4 CICERI - JL. JEND. SUDIRMAN - JL. RAYA JAKARTA - **TERMINAL PAKUPATAN**	TERM. PAKUPATAN - JL. RAYA JAKARTA - JL. JEND. SUDIRMAN - JL. BHAYANGKARA - JL. RAYA CIPOCOK - **TERM. CIPOCOK** - JL. CIWARU RAYA - JL. KH. SOCHARI - JL. ABDUL LATIEF - **PASAR RAU** - JL. LINGKAR PASAR RAU - JL. ABDUL LATEF - SIMPANG-4 SUMUR PECUNG - JL. KH. SOCHARI - JL. CIWARU RAYA - **TERM. CIPOCOK** - JL. BHAYANGKARA - JL. JEND. SUDIRMAN - JL. RAYA JAKARTA - **TERMINAL PAKUPATAN**	(SA) TERM. CIPOCOK - SIMPANG-3 CIKUTUK - JL. KI AJURUM (SEMPU) - SIMPANG-3 SEMPU - JL. RAYA PANDEGLANG - SIMPANG-4 KEBON JAHE - JL. YUMAGA - SIMPANG-3 SDI. - JL. KI MAS JONG - SIMPANG-3 MANDOMAI - JL. KAMPUNG SYANTO/PANDEGLANG - JL. RAYA PANDEGLANG - SIMPANG-4 BRIMOB - JL. LETNAN JIDUN - **TERMINAL KEPANDEAN** - JL. LETNAN JIDUN - SIMPANG-4 BRIMOB - JL. AMIN JAUTA - SIMPANG-3 DEPAG - JL. KAUJON - SIMPANG-3 MAREKYUNA - SIMPANG-3 PEMDA - JL. VETERAN - JL. YUMAGA - SIMPANG-4 KEBON JAHE - JL. RAYA PANDEGLANG - SIMPANG-3 SEMPU - **TERMINAL CIPOCOK**
06	**07**	**08**	**09**	**10**
TERM. CIPOCOK - SIMPANG-3 CIKUTUK - JL. CIWARU - SIMPANG-4 WARUNG POJOK - JL. ABDUL HADI - SIMPANG-4 KEBON JAHE - JL. YUMAGA - SIMPANG-4 KEMUNING - JL. KH. KHATIB - SIMPANG-4 BNI/PISANGMAS - JL. MULIANA YUSUF - SIMPANG-4 TAMAN SARI - JL. TIRTAYASA - SIMPANG-4 POOS - JL. HASANUDINPASAR LAMA - SIMPANG-3 CALING - JL. SAMIUN BAKRI - SIMPANG-4 CANGKRING - **PASAR RAU** - JL. SUAES - JL. LINGKAR RAU - SIMPANG-3 ONON - JL. ABDUL LATIF - SIMPANG-4 SUMUR PECUNG - JL. AHMAD YANI - SIMPANG-3 CILIME - JL. KI TAPA - SIMPANG-4 TRANGGAR - JL. KH. KHATIB - SIMPANG-3 KEMUNING - JL. MULIANA YUSUF - SIMPANG-4 CIKUTUK - **TERMINAL CIPOCOK**	TERM. KEPANDEAN - MAYOR SYAFEI - SIMPANG-4 P.OOSI/ROYAL - JL. HASANUDIN / PASAR LAMA - LOPANG - SIMPANG-3 KEBAHARAN - JL. AYIP USMAN - SIMPANG-4 KALIGANDU - JL. TRIP JAMAKSARI - JL. TB. SYUEB - JL. LINGKAR RAU - **TERMINAL RAU** - SIMPANG-3 ON-ON - JL. ABDUL LATIF - JL. TB. SYUEB - JL. TRIP JAMAKSARI - SIMPANG-4 KALIGANDU - JL. AYIP USMAN - SIMPANG-3 KEBAHARAN - LOPANG - SIMPANG-3 CALING - JL. SAMIUN BAKRI - SIMPANG-3 CILIMEJ - KI TAPA - ROYAL - JL. DIPONEGORO - JL. PAJAR - JL. KH. SYAMSUN - JL. MAYOR SYAFEI - JL. LETNAN JIDUN - **TERMINAL KEPANDEAN**	**SAWAH LUHUR** / KEMAYUNGAN / LEBAK INDAH (SIMPANG-4 KALIGANDU - JL. TB. SUAES - **PASAR RAU** - JL. LINGKAR RAU - SIMPANG-3 ON-ON - JL. ABDUL LATIEF - SIMPANG-4 CANGKRING - JL. SAMIUN BAKRI - SIMPANG-3 CILIME - TAMAN SARI - JL. S.A. TIRTAYASA - SIMPANG-4 POOSI/ROYAL - JL. HASANUDIN / PASAR LAMA - SIMPANG-3 CALING - JL. BANTEN LAMA - SIMPANG-3 KEBAHARAN - JL. AYIP USMAN - SIMPANG-3 CIRSEUH - **PASAR RAU** - SIMPANG-4 CANGKRING - JL. TB. SUAES - SIMPANG-4 KALIGANDU - LEBAR INDAH / KEMAYUNGAN / **SAWAH LUHUR**	**TERMINAL PAKUPATAN** - SIMPANG-3 PARUNG - JL. KH SYECH NAWAWI - POLDA BANTEN - SIMPANG-4 BORU - JL. RAYA CIPOCOK - **TERMINAL CIPOCOK** - JL. RAYA CIPOCOK - SIMPANG-4 BORU - POLDA BANTEN - JL. KH. SYECH NAWAWI - SIMPANG-3 PARUNG - **TERMINAL PAKUPATAN**	**TERMINAL PAKUPATAN** - SIMPANG-3 PARUNG - JL. KH SYECH NAWAWI - POLDA BANTEN - KP1B - **SIMPANG-4 PALIMA** - JL. RAYA PANDEGLANG - SIMPANG-4 KEBON JAHE - JL. TB. SUWANDI LINGKAR SELATAN - SIMPANG-4 BRIMOB - JL. LETNAN JIDUN - **TERMINAL KEPANDEAN** - JL. MAYOR SYAFEI - SIMPANG-4 UNTAL - JL. KAUJONAN - SIMPANG-3 KANTOR DEPAG - JL. KAUJON / PASAR SORE - PENDOPO GUBERNUR - JL. VETERAN - SIMPANG-4 ALUN-ALUN - JL. YUMAGA - SIMPANG-4 KEBON JAHE - JL. RAYA PANDEGLANG - SIMPANG-4 PALIMA - JL. KH SYECH NAWAWI - POLDA BANTEN - SIMPANG-3 PARUNG - **TERMINAL PAKUPATAN**

Picture 1. *Mayor's Letter*
Source: Serang City Transportation Agency, 2009

The findings indicate that planning has not fully accommodated community mobility patterns and drivers' operational conditions. Our field interviews with public transportation drivers reveal that route deviations are primarily driven by economic survival. Driver stated that declining passenger number and intense competition with online transportation force them to choose routes that offer higher passenger density, even if it violates regulations. This empirical finding aligns with (Safar et al., 2024), who observed that economic pressures often compel informal transit operators to bypass formal route rules. Although the

transportation agency established distinct vehicle identic and route provisions as detailed in Tabel 1 field observations showed that color coded identity compliance remains low. As highlighted by (Siregar, 2024), establishing regulatory identity codes is insufficient without consistent monitoring. Therefore, the planning function is not optima, primarily due to a structural disconnect between the planning design and its implementation. The existing planning instruments such as the General Plan of the Route Network (RUJT) established in 2009 have become outdated and fail to accommodate current community mobility patterns and driver operational realities. The problem stems not only from rigid planning that lacks periodic evaluation updates, but also from the absence of integrated operational monitoring and enforcement mechanisms to back up those plans.

b. Organizing

The organizing function is implemented through the establishment of public passenger transportation cooperatives and coordination with related agencies. Cooperatives provide an institutional forum that can facilitate data collection, driver development, policy dissemination and coordination between the government and transportation actors (Pratama & Zulaika, 2025). Coordination is also conducted with related agencies and external parties, including the Serang City Police Task Force and DENPOM III/4.



Picture 2. *Focus Group Discussion Establishment of Transportation Services Cooperative*

Source: Serang City Transportation Agency Instagram, 2025

The findings show that some drivers have joined cooperatives and consider them useful for creating more organized transportation management. However not all drivers are member of legally established business entities and some transportation remains individually owned. This makes data collection, development and supervision more complex. External coordination has also been carried out, although community experience indicates that joint control has not been conducted consistently (Nisak & Febrian, 2025). Thus, the organizing function is quite optimal. The Transportation Agency has established institutional and inter-agency coordination, but cooperative membership, institutional integration and coordination consistency still need to be strengthened.

c. *Actuating*

In the actuating aspect, the Serang City Transportation Agency implements a supervision strategy through the regulation and monitoring of public transportation. These activities are carried out in conjunction with external parties and include administrative inspections, vehicle and driver data collection, document completeness checks, giving reprimands, and coaching drivers to run vehicles according to the predetermined route.



Picture 3. *Orderly Route Operations*

(Source: Serang City Transportation Agency Instagram, 2025)

Although supervision has been implemented in the field, its effectiveness remains limited. Community interviews indicate that enforcement is conducted at certain times but is not yet consistent. Route violations, passenger pick-up practices outside designated locations, and other operational disorders continue to occur. Economic pressure and competition with online transportation may also encourage drivers to deviate from established routes in search of more passengers (Missa et al., 2026).

These conditions affect public perceptions of transportation services. Route suitability, vehicle condition, and operational practices influence people's willingness to use public transportation. Therefore, the actuating function is not optimal. Supervision needs to be conducted more consistently and evenly across routes, accompanied by driver guidance and consistent sanctions.

d. Controlling

The controlling function is carried out through community satisfaction surveys and complaint channels. Satisfaction surveys can be accessed through barcodes, while public reports concerning operational violations can provide information for identifying problems and determining follow-up actions (Jamil, 2025). The Transportation Agency has also followed up on several community reports.



Picture 4. *Community Complaints*

(Source: Serang City Transportation Agency Instagram, 2025)

However, public participation remains low. The interviewed community members stated that they had never submitted complaints because they did not clearly know where or how to submit them. This indicates a gap between the



availability of complaint mechanisms and public awareness of their use. Consequently, supervision remains largely top-down and the Transportation Agency receives limited information from service users (Nisak & Febrian, 2025).

Picture 5. *Regulations Carried Out by the Department of Transportation*
(Source: Serang City Transportation Agency Instagram, 2025)

Controlling also faces problems in monitoring vehicle feasibility. The findings indicate that some public transportation vehicles remain physically or administratively unfit for operation, affecting user comfort and safety (Husada et al., 2025). Therefore, the controlling function is not optimal. This assessment is supported by two empirical gaps: first, the controlling mechanism relies on digital channels (barcodes/Instagram) that suffer from low public awareness and usage (as a confirmed by service user interview); second, field supervision fails to consistently enforce vehicle feasibility standards, allowing physically unfit units to operate. Consequently, controlling remains passive rather the proactive, lacking continuous evaluation and systematic follow up on field findings.

Supporting and Inhibiting Factors in Improving the Quality of Public Transportation Services

The implementation of the supervision strategy is supported by institutional strengthening, RUJT development, and coordination with stakeholders. The formation of cooperatives provides an institutional forum for transportation actors, while RUJT provides direction for route network development according to regional and community needs (Aswal, 2024). Coordination with the Serang City Police Task Force and DENPOM III/4 also strengthens supervision through the involvement of different authorities and resources.

Meanwhile, the main inhibiting factors are regulatory, institutional, economic, and infrastructure-related. The follow-up and socialization of route permit renewal under Serang Mayor Regulation Number 11 of 2020 have not been optimal, creating difficulties in data collection and supervision of transportation legality. Some transportation is still individually owned, making institutional integration and supervision more difficult (Purwaningtyas, 2025). In addition, competition with

online transportation and economic pressure may encourage route deviations. The condition of some fleets that are not fully feasible also limits the effectiveness of supervision and affects passenger comfort, safety, and trust (Nugraha & Wicaksono, 2024).

Overall, the findings show that the supervision strategy has been implemented through planning, institutional organization, field enforcement, and controlling mechanisms, but its effectiveness remains uneven. Therefore, strengthening supervision should focus not only on enforcement but also on driver development, institutional integration, route network improvement, fleet feasibility, and accessible public complaint mechanisms to ensure optimal service quality.

Conclusion

Based on the results of the study, the supervision strategy of the Serang City Transportation Agency in 2024 has been implemented through policy planning, institutional formation, operational monitoring, and public complaint mechanisms, but its overall effectiveness remains sub-optimal. Evaluated through the POAC framework, while organizing is relatively strong due to stakeholder coordination and transportation cooperatives, planning faces gaps with field realities, actuating lacks consistency in enforcement, and controlling is limited by low public participation and complaint mechanism utilization. As a result, route violations, operational disruptions, and unsuitable fleet conditions still persist.

Overall, supervision effectiveness is constrained by sub-optimal permit enforcement, fragmented actor integration, fleet unfeasibility, and competition with online transportation. To improve public transportation service quality, an integrated strategy is required—one that combines consistent operational control, regulatory enforcement, institutional strengthening, fleet feasibility upgrades, and broader community engagement to achieve a safer, more orderly, and comfortable public transit system.

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