

# Compliance of Implementing Agents in Issuing Sea Passenger Ship Tickets (Case Study in Tanjungpinang City)

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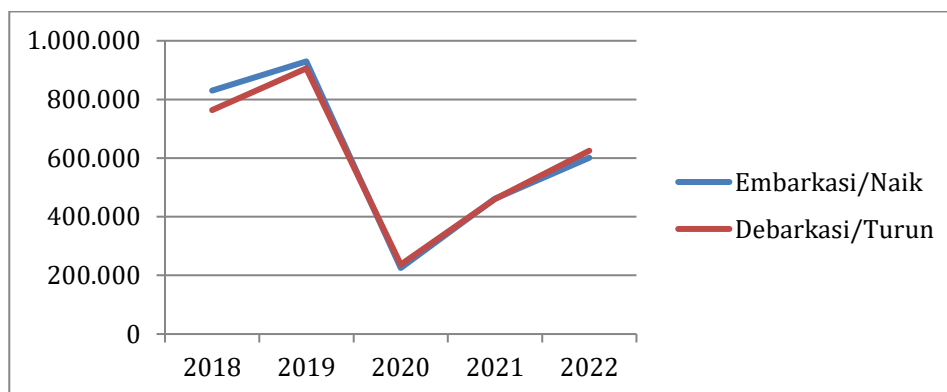
**Abstract.** A policy implementation often fails due to the non-compliance of policy actors with a policy that has been set and decided. The ticket for the MV Oceanna Ship includes a column for the passenger's identity. However, in practice the Ship ticket is not included in the Passenger archive as intended, in the Minister of Transportation Regulation Number 28 of 2022 Article 11 Paragraph (3b). The purpose of this study is to find out how the policy procedures for issuing sea freight ship tickets. This research method uses descriptive research methods using qualitative data analysis. With the process of collecting data through observation, interviews, documentation. The theory used in this research is the theory according to Van Meter and Van Horn which put forward 6 variables that influence the success or failure of a policy Size and Objectives of Policy, Resources, Characteristics of Executing Agents, Attitudes of Executors, Communication, Social Environment, Political Economy. However, what researchers use only uses 3 variables, namely Policy Size and Objectives, Characteristics of Implementing Agents, Attitudes of Executors. The technique of presenting data is done by means of data reduction, data presentation and drawing conclusions. The results of this study indicate that there are no regulations governing the issuance of ship tickets in which identity must be included, there is a lack of supervision from related parties, there is no governing body and there is a shipping monopoly. Based on the results of this research, it is necessary to make specific regulations regarding the issuance of sea transport passenger ship tickets. This is done so that the implementation made can run well.

**Keywords:** Implementation, Public Policy, Tickets

## 1 Introduction

The Riau Islands Province is one of the provinces located in the archipelago and holds significant potential. Sea transportation is essential for travel within the archipelago, as the islands are separated by oceans. Sea transportation plays a crucial role as a means of connecting islands. One area that requires sea transportation is Tanjungpinang City. As the capital of the Riau Islands Province, Tanjungpinang City also serves as the administrative center and the provincial government's headquarters. Of course, many people from outside Tanjungpinang city come and go to take care of various administrative matters in this city [1].

**Picture 1.** Graphic of the number of passengers at Sri Bintan Pura Port



Source: Central Statistics Agency of Riau Islands, 2022

Based on the graph above, it explains the number of Domestic or local Passengers arriving (debarkation) to Tanjungpinang, and leaving (embarkation) leaving Tanjungpinang through one of the Ports in Tanjungpinang in 2018 to 2022 regarding the up and down phases. In 2020 the Port experienced a significant decline compared to previous years, due to, at that time experiencing the Covid-19 Pandemic where People who wanted to travel were not allowed to travel [2]. Thus, reducing the number of Ship Passengers, both departing and arriving. The number of Passengers arriving to Tanjungpinang in the past year, namely in 2022, was 625,002 people, while the number of Passengers leaving Tanjungpinang was 601,381 people, and ship Passenger activities this year have begun to return to normal. In this study, the focus of the Researcher is the category of Sea Transportation Ship Passengers. The following is an example of a Ship ticket at one of the Ports in Tanjungpinang.

**Figure 1.** Ship Tickets at one of the Ports in Tanjungpinang



Source: Obtained when purchasing a ship ticket at one of the ports in Tanjungpinang, 2023.

In the picture above is a ticket for the MV.Oceanna Ship at one of the Ports in Tanjungpinang, and the ticket has a Passenger identity column, however, the Passenger identity is not filled in the column. In Law Number 17 of 2008 Article 40 Paragraph (2) it is stated, Transportation companies

in the waters are responsible for the Ship's cargo according to the type and amount stated in the cargo document and/or agreed transportation agreement or contract. Furthermore, in Law Number 17 of 2008 Article 41 Paragraph (1) it is stated, Responsibility as referred to in Article 40 can arise as a result of the operation of the Ship, in the form of:

- a. Death or injury of a Passenger being transported;
- b. Destruction, loss or damage to goods being transported;
- c. Delays in transportation of passengers and/or goods being transported; or
- d. Losses to third parties [3].

**Figure 2.** Pelni Ticket for KM. Binaiya/17 Ship



Source: Media Online Tempo.Com, 2019

The image above is an example of a ticket for the KM. Binaiya/17 ship owned by PT. Pelayaran Nasional Indonesia (Pelni) with a route from Bali to Labuan Bajo. The ship ticket includes the complete identity of the passenger. To obtain a sailing approval letter, the ship operator must complete several documents, one of which is the cargo/passenger document (manifest), as referred to in the Minister of Transportation Regulation Number 28 of 2022 Article 11 Paragraph (3b). On the MV Oceanna ship ticket it is stated, "this ticket is not valid if it is not accompanied by a passenger file". However, in practice, the ship ticket does not include the passenger file as intended, in the Minister of Transportation Regulation Number 28 of 2022 Article 11 Paragraph (3b) [4].

In this study, prospective pedestrian passengers referred to are ordinary people or civilians where, before entering the ship, people who have purchased tickets must of course give their tickets to the ship operator's work officers. The absence of the passenger's name on the ship ticket means that the Ministerial Regulation is not implemented properly. Ship tickets are related to insurance policies because ship tickets are evidence of an agreement between passengers and transportation services, one of which contains information regarding the passenger's insurance policy [5]. In issuing ship tickets, the identity of the passenger is Passengers must be included on the ship ticket because there will be an impact in the future as written in the ship ticket that the ticket includes PT Jasa Raharja (Persero) Passenger accident coverage, therefore, when a ship accident occurs, the Passenger is entitled to compensation that must be provided by the Carrier [6].

In this case, related to insurance that has been covered by shipping services, the accident insurance coverage system at PT Jasa Raharja is that the insurance funds will be given to legitimate passengers [7]. It will be difficult to fulfill the rights of Sea Transportation Passenger insurance if the Carrier does not include the Passenger's identity because it will be difficult to claim because the Passenger's identity is not included so that the ticket is invalid. Therefore, it is necessary to know why ship operators do not comply with the Regulations regarding the issuance of ship tickets that require the inclusion of passenger identity so that with this research we can find out what factors cause ship operators not to comply with the Regulations regarding the issuance of ship tickets that require the inclusion of passenger identity.

## 2 Method

This study uses a descriptive approach. *literature review* by collecting and reviewing literature related to policy implementation [8]. This literature was used to review the implementation carried out by ship operators and also to observe the compliance of implementing agents in issuing sea passenger ship tickets in recording passenger identities.

## 3 Discussion

### Ship Ticket Issuance Question

On the issue of issuing ship tickets, one example of a ship ticket that researchers found at one of the ports in Tanjungpinang was a passenger ship ticket that contained the passenger's identity but was not written, which would affect the rights of passengers, for example in the form of insurance. The results of this study will be explained in the discussion based on the researcher's findings in the field during the research. The discussion of the research results itself relates to the Compliance of Implementing Agents in Issuing Sea Passenger Ship Tickets in Tanjungpinang. The description is adjusted based on the previously determined research focus and in accordance with the formulation of the problem to be answered. Compliance of Implementing Agents in Issuing Sea Passenger Ship Tickets in Tanjungpinang

The results of this study will explain the information obtained from previous research on the policies and procedures for issuing sea freight tickets. The data were generated from interviews with research informants conducted using a qualitative approach.

Qualitative is descriptive. According to Law No. 17 of 2008 on Shipping and Regulation of the Minister of Transportation No. 28 of 2022 concerning Procedures for Issuing Sailing Approval Letters and Approval of Ship Activities at Ports. To find out how the policy procedures for issuing Sea Transportation Ship tickets. In accordance with the theory of Van Metter & Van Horn in Leo Agustino, 2016, the author uses this theory to see the Compliance of Policy Implementing Agents in Issuing Sea Transportation Ship Tickets in Tanjungpinang City.

In this discussion, the research results will be explained using the formulation of research problems that are adjusted to the implementation theory of Van Meter and Van Horn. However, Donald Van Metter & Carl Van Horn did not see 4 aspects, namely No Regulations, Lack of Supervision from Related Parties, No Institutions to Manage, No Competition between Agents. But the researcher found these four aspects as a reference for this research, through the results of comprehensive interviews where in this research there is a new context, namely how the compliance of policy implementing agents in issuing sea transportation tickets in recording passenger identities [9].

### **1. There are no regulations governing this.**

There are no regulations governing what is meant here where there are no regulations that regulate in detail regarding the issuance of ship tickets which must include passenger identity. The benchmark in the policy must be clearly measurable so that it can be realized. Researchers conducted interviews with the KSOP Party responsible for supervision in the shipping sector where regarding the procedures for issuing sea transportation tickets there are no specific regulations that regulate this so that the identity in the ship ticket is blank [10].

Furthermore, the KSOP also said that the rules regarding the issuance of ship tickets are the policies of each ship operator in this case that has been done by KSOP, namely where passengers are required to show their ID cards which are then written by the ship operator as a passenger manifest. Jasa Raharja also said that in this case the ticket includes insurance payments that we pay in the ticket with a deduction from the premium contained therein.

### **2. Lack of Supervision from Related Parties**

In terms of the lack of supervision from the relevant parties referred to, namely KSOP, where the researcher saw the system they implemented, namely the inaportnet system, which is a single electronic service information system based on the internet to integrate standard port information systems in serving ships and goods from all related agencies or stakeholders at the port. In this regard, it is necessary for the KSOP to be tasked with it. Seeing how the supervision of the issuance of ship tickets must include the identity of the passenger on the ship ticket which is supervised by the KSOP regarding the performance of shipping transportation service companies [11].

### **3. There is no institution that manages it yet**

In the policy implementation process, we must be able to assess the extent of the power of policymakers and program implementers. This will allow for more focused goals. However, field research indicates that ship operators are not complying with the regulation that prohibits passenger identification on tickets.

ship because there is no institution that directly handles this matter here. The KSOP provides regulations in the form of a Passenger manifest system. In this case, if the passenger manifest is not provided by the KSOP and the passenger identity data does not match, the KSOP will not issue a Sailing Approval Letter (SPB) [12].

### **4. Shipping Monopoly**

Where as researchers have seen in the field that ship operators in this case there is no competition between ship operators where now the Marina Ship has been acquired by the Baruna Ship so that the Marina ship was taken over by the Baruna Ship which causes the departure schedule, ships at the Port are usually every half hour but because there is only one ship operator who manages it causes the departure schedule to be every hour. From the conditions seen in the field like this, it may indeed be something that makes ship operators ignore the rules regarding passenger identity because there is no competition between ship operators [13, [14].

## **4 Conclusion**

Based on the results of the Research on the Compliance of Policy Implementing Agents in Issuing Sea Transportation Tickets, the problem of the overall description of passenger ship tickets as evidence of sea transportation agreements as regulated in Shipping Law No. 8 Concerning Shipping and Regulation of the Minister of Transportation No. 28 of 2022. However, in detail it does not regulate the issuance of ship tickets used by passengers. As in this closing section, several conclusions will be outlined as follows:

1. There are no regulations governing this. Where there are no specific regulations that regulate in detail the issuance of ship tickets which must include the passenger's identity and because of this the ship's agent still provides blank tickets.
2. Lack of Supervision from Related Parties It can be said that the KSOP has not carried out direct supervision in the field of Shipping Agents (Ship Operators) in issuing passenger ship tickets.
3. There is no institution that manages it yet Specifically, in this case, there is no oversight of the issuance of ship tickets, which must include passenger identification. However, if discrepancies are found in the manifest provided by the ship operator's agent, the KSOP is prepared to issue a warning by not issuing a Sailing Approval Letter (SPB).
4. Shipping Monopoly which, as has been seen, means that ship operators no longer pay attention to the rules and it is considered that there is no competition so they no longer think about the system that should be implemented because there are only those transport services at the port.

Basically, the making of tickets or in everyday language, tickets, is not regulated as a whole, on the basis of which the sea transportation company can make a standard ticket serves as proof of the agreement between the carrier and the passenger. Sea transportation is known as an *op naam* agreement, where the transportation of people is evidenced by a passenger ticket, which must always be issued in the name of the passenger to be transported. This ensures that the passenger ticket cannot be used by anyone else.

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