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COLLABORATIVE GOVERNANCE SYNERGY IN HANDLING OVER-DIMENSION AND OVERLOADED VEHICLES AT THE SIDOARJO MOTOR VEHICLE TESTING UNIT (UPT PKB)

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ABSTRACT

This study aims to analyze cross-sector synergy in tackling Over Dimension and Over Loading (ODOL) violations in Sidoarjo Regency following the implementation of the zero-fee motor vehicle inspection policy based on Regional Regulation Number 1 of 2024. This zero-rupiah tariff policy reoriented the focus of the Sidoarjo Motor Vehicle Testing Technical Implementation Unit (UPT PKB) from meeting the Regional Original Revenue (PAD) target to creating public value in the form of transportation safety. However, the elimination of the financial barrier has not been linearly related to a decrease in the number of ODOL violations. Using a qualitative descriptive-analytical approach, this study dissects the interaction between actors through the lens of Ansell and Gash's Collaborative Governance theory, Merilee S. Grindle's policy implementation theory, and Mark H. Moore's public value theory. Field findings indicate that the collaboration cycle is still in a transitional stage. Multi-stakeholder commitments tend to be trapped in ceremonial formalities on paper, while the operational level is colored by sectoral fragmentation and conflicting economic interests. The UPT PKB (Traffic Safety and Roadworthiness Unit) has the technical legitimacy to detect vehicle roadworthiness on the test lane, but is hampered by its enforcement authority on the highway, which is the sole domain of the Sidoarjo Police Traffic Unit. Limited personnel, a lack of real-time data exchange channels, logistical blind spots, and the reluctance of manufacturing industry associations to invest in independent scales are the main structural obstacles from upstream to downstream. As a result, ODOL mitigation remains reactive-defensive and temporary. This study suggests the importance of strengthening real-time data-based digital integration, reorganizing inclusive tactical communication forums, and strict supervision at the upstream end of the industry to create a safe, orderly, and sustainable land transportation ecosystem in Sidoarjo Regency.

Keywords: *Collaborative Governance, ODOL, UPT PKB Sidoarjo, Public Value, Free Retribution.*

INTRODUCTION

The land transportation system is the main artery that drives the wheels of the economy and regional logistics mobility, especially in industrial corridors which are the main pillars of the regional economy.(Ardhan Pratama & Susanti, 2023)In the goods movement ecosystem, smooth distribution flows are highly dependent on the availability of adequate road infrastructure and the roadworthiness of the operating fleet. The state is present to ensure public safety and minimize the negative externalities of land transportation through comprehensive vehicle roadworthiness regulatory instruments.(Sari & Rusli, 2023). This control is urgently needed to be implemented

because non-compliance with technical operational standards for transportation not only accelerates the deterioration of public infrastructure but also directly correlates with an increase in traffic accident fatalities that threaten the lives of other road users.

Sidoarjo Regency, as one of the largest logistics hubs and manufacturing centers in East Java, faces complex geographic and sociological challenges in land transportation management. Sidoarjo's strategic position as a buffer zone for the Surabaya metropolitan area and a major gateway for distribution routes to eastern Java causes the volume of large-tonnage freight vehicles to experience a massive annual escalation. This phenomenon puts severe pressure on the carrying capacity of local and national roads in the Sidoarjo area. The most crucial manifestation of this problem is the rise in Over Dimension and Over Loading (ODOL) violations, where fleet owners or industry players unilaterally modify vehicle dimensions or transport loads exceeding the tolerance limits of standard road capacity in pursuit of short-term economic gain without regard for macro-level safety risks. (Rishela Lukeny Armajaya, 2022).In mitigating these ODOL violations, the Motor Vehicle Testing Technical Implementation Unit (UPT PKB) of the Sidoarjo Regency Transportation Agency plays a crucial role. Through periodic vehicle inspections (KIR tests), the UPT PKB acts as a technical defense to ensure that every truck and freight vehicle passing through meets the permitted dimensions and weight thresholds.(Nugroho & Hilman, 2020). Changes in the regulatory landscape through the enactment of Law Number 1 of 2022 concerning Financial Relations between the Central Government and Regional Governments (HKPD Law), which was issued through Sidoarjo Regency Regional Regulation Number 1 of 2024, have radically eliminated all motor vehicle inspection fees to zero rupiah.(As'adi et al., 2024)The elimination of this financial barrier is theoretically designed as a fiscal stimulus to increase voluntary compliance among freight fleet owners.(Febrinaharnum & Prasojo, 2025).

However, the removal of the retribution fee has triggered a new governance anomaly that demands a radical reorientation of institutional functions. When the Sidoarjo Public Works and Transportation Unit (UPT PKB) is no longer burdened with meeting Regional Original Revenue (PAD) targets, the agency's primary focus must shift entirely to creating public value in the form of ensuring transportation safety and rigorous law enforcement, particularly regarding the prevention of ODOL fleets.(Ramadhan et al., 2022). Empirical reality on the ground shows that the handling of ODOL cannot be resolved partially or ego-sectorally by the Transportation Agency's UPT PKB alone. Limited jurisdictional authority in carrying out direct action or raids on highways, minimal supervision of the upstream industry where goods are loaded, and reactive-defensive behavior from land transportation business actors are structural obstacles that continue to perpetuate ODOL practices in the Sidoarjo area. Therefore, resolving this complex problem requires a paradigm shift from traditional, rigid public management to a collaborative governance approach. This approach emphasizes the importance of structured and equal multi-stakeholder involvement to formulate joint policies, align interests, and implement collective law enforcement actions.(Mozin et al., 2026)The

concept of collaboration in the context of overcoming ODOL in Sidoarjo requires intensive synergy between the UPT PKB as the technical eligibility tester, the Traffic Unit (Satlantas) of the Sidoarjo Police as the authority holder for ticketing on the highway, the Land Transportation Organization (Organda) as the representative of transportation entrepreneurs, and the association of manufacturing industry players in Sidoarjo as the producer of logistics cargo.(Ngambut, 2023).To date, public literature on the Sidoarjo Public Works and Transportation Implementation Unit (UPT PKB) is still dominated by partial evaluations of the efficiency of physical service quality, such as drive-thru service innovations or measuring public satisfaction levels with corridor testing speeds. There is still an academic gap (research gap) that specifically examines the coordination structure, dynamics of conflict of interest, and cross-sector synergy models within a collaborative governance framework to address crucial issues such as ODOL violations following the implementation of the regional levy-free policy. This research aims to fill this academic gap by focusing on how the collaboration process was initiated, what institutional barriers hinder the integration of intersectoral measures, and how a shared commitment can be built to enforce ODOL regulations to realize a safe, orderly, and sustainable Sidoarjo road space.

THEORETICAL BASIS

The development of a theoretical foundation in public administration studies serves as a conceptual instrument and methodological compass for analyzing the complexities of contemporary governance phenomena. Theory is not simply positioned as a set of static definitions, but rather as an analytical framework that links formal regulations to the dynamics of actor behavior in the field.(Nasrulhaq, 2020)In the modern public administration landscape, the resolution of public problems that are cross-sectoral and broad in dimension, such as operational violations of logistics transportation, no longer relies on the traditional bureaucratic approach which is hierarchical, rigid, and operates partially.(Evita et al., 2020)Through structured theoretical reasoning, this study integrates the concept of collaborative governance with theories of policy implementation and public values to build a sharp analytical tool in describing institutional synergies in post-transition regional fiscal policy.

The main theory (grand theory) underlying this research is the Collaborative Governance Theory developed by Chris Ansell and Alison Gash. Ansell and Gash define collaborative governance as a governance arrangement in which one or more public institutions directly involve non-state stakeholders in a formal, consensus-oriented, and deliberative collective decision-making process.(Prabowo et al., 2025)This model emphasizes that the success of collaboration is largely determined by a dynamic process cycle, including building trust, commitment to the process, shared understanding, and achieving intermediate outcomes.(Latullah et al., 2025). In the context of overcoming Over Dimension and Over Loading (ODOL) fleets in Sidoarjo, this theory is used to map the extent to which the UPT PKB of the Transportation Agency is able to build an equal,

communicative, and integrative cooperation forum with the Sidoarjo Police Traffic Unit, Organda, and manufacturing industry players in order to reduce sectoral egos and align interests that often clash.(Azman, 2025)To sharpen the analysis of the operationalization of this collaboration, this study adopts the Public Policy Implementation Theory from Merilee S. Grindle's interactive model. Grindle asserts that the success of a policy's implementation is determined by the context of implementation and the policy's content.(Bonso, 2021). One crucial variable in the context of implementation is the characteristics of the actors and the degree of institutional interests involved. When the Sidoarjo Public Works and Transportation Implementation Unit (UPT PKB) implemented a levy exemption policy based on the HKPD Law and Sidoarjo Regional Regulation No. 1 of 2024, the implementation challenge shifted from internal administrative matters to external material law enforcement matters on the highway. Grindle's theory helps analyze how power relations, compliance of logistics business actors, and response strategies from law enforcement officers influence the effectiveness of ODOL mitigation on metropolitan logistics routes.(Faradiba & Agung, 2023).

As a binding force for all variables, this study applies the Public Value Theory pioneered by Mark H. Moore. Moore states that public managers must be oriented towards creating substantive benefits recognized by the wider community, rather than merely pursuing internal bureaucratic efficiency or financial targets.(Arofah & Haji, 2023)Through the concept of the Strategic Triangle, Moore emphasizes the alignment between the targeted public value, political environmental support (legitimacy and support), and the organization's operational capacity (operational capability).(Akib et al., 2023). With the collapse of the Regional Original Income (PAD) motive in the Sidoarjo PKB UPT due to zero rupiah tariffs, the organization's orientation must mutate purely to produce public value in the form of road safety protection and preservation of public infrastructure from damage due to overloading. The integration of these three theoretical pillars is expected to be able to present a comprehensive analysis of why cross-sector synergy is an absolute prerequisite in creating safe and integrated land transportation governance in Sidoarjo Regency.

RESEARCH METHODS

Research methods in the realm of public administration serve as a methodological compass and scientific instrument for objectively analyzing various phenomena of institutional governance and interactions between policy actors. In studies of shifting government paradigms, such as the implementation of cross-sectoral collaborative governance, the reality on the ground is multi-layered, dynamic, and fraught with intertwined interests. Bureaucratic phenomena like these cannot be measured rigidly or reduced to mere statistics.(Fatman et al., 2023). An operational design that is sensitive to local context, provides a deep narrative, and provides a thorough understanding of the underlying motives behind the actions of each party involved is required. Therefore, this methodology section is systematically designed to provide an accountable and valid

investigation, uncovering the determinants of synergy in combating Over Dimension and Over Loading (ODOL) violations in Sidoarjo Regency.

The approach applied in this research is a qualitative one with a descriptive-analytical method. The choice of this qualitative approach is based on the argument that this research does not aim to test statistical hypotheses, but rather to explore, understand, and interpret in depth the dynamics of collaborative forums, the trust-building process, and the structural barriers that occur between agencies.(Pawan et al., 2026). The researcher acts as the primary instrument (human instrument) present directly in the research environment to capture the sociological reality of bureaucracy as a whole and as it is. Through this descriptive method, the researcher will systematically describe how the UPT PKB of the Sidoarjo Regency Transportation Agency coordinates with the Sidoarjo Police Traffic Unit, Organda, and manufacturing industry associations to realize the public value of road transportation safety.

The research location was determined purposively at the Motor Vehicle Testing Technical Implementation Unit (UPT PKB) of the Sidoarjo Regency Transportation Agency. The strategic consideration for selecting this location was based on the geographic urgency of Sidoarjo Regency as a major logistics corridor in East Java, which has a high level of vulnerability to ODOL fleet operations following the implementation of the regional levy-free policy. To obtain credible data rich in substantive information, the informant determination technique used a purposive sampling method. Key informants in this study were selected based on their capacity, authority, and direct involvement in the transportation supervision ecosystem, which included the Head of the Sidoarjo UPT PKB, the Technical Corridor Motor Vehicle Examiner, the Head of the Sidoarjo Police Traffic Unit, the Sidoarjo Organda Branch Manager, and representatives of logistics compliance management from the local manufacturing industry sector.

The data in this study are classified into two types: primary data and secondary data. Primary data were collected directly through semi-structured in-depth interviews, focusing on the indicators of the Ansell and Gash collaboration process and the control of Grindle's policy implementation. In addition to interviews, primary data were supported by passive participant observation, in which the researcher directly observed the comparative supervision interaction, the implementation of the joint ODOL enforcement operation on the Sidoarjo logistics route, and the dimensional validation mechanism in the KIR test lane. Meanwhile, secondary data were obtained through documentation studies, which included recapitulation reports on ODOL vehicle ticketing, Standard Operating Procedure (SOP) documents for vehicle dimension testing, inter-agency memorandums of understanding (MoUs), and regional regulations related to zero-retribution. To ensure the validity of the qualitative data obtained in the field, the researcher applied triangulation techniques, specifically source triangulation and technical triangulation. Source triangulation is carried out by comparing, testing, and cross-checking the degree of trustworthiness of information obtained from several different informants, for example, comparing the arguments of the Head of UPT PKB with the tactical explanations of

Satlantas officers in the field, then reconfirming them with the objective perspective of freight transport entrepreneurs (Organda). Meanwhile, technical triangulation is carried out by checking the alignment of data obtained using different data collection tools, namely by matching the results of oral interview transcripts with collaborating actors with the reality recorded during field observations and administrative evidence listed in the agency's logbook documents.

All collected and declared valid data were then analyzed in a circular and interactive manner, adopting the qualitative data analysis model of Miles, Huberman, and Saldana. This analysis process moved through three main interconnected stages. The first stage is data reduction, in which researchers selected, focused, simplified, and transformed raw data from field notes into thematic summaries focused on institutional synergy variables and barriers to ODOL collaboration. The second stage is data display, in which the reduced data were arranged narratively and systematically and poured into a taxonomic matrix of inter-actor relationships to facilitate understanding of interaction patterns. The final stage is conclusion drawing and verification. In this phase, researchers formulated the meaning of each governance pattern found, linking it back to the theoretical propositions of Ansell-Gash, Grindle, and Moore, ultimately producing a solid final conclusion that could provide strategic recommendations for the future of land transportation safety in Sidoarjo Regency.

RESULTS AND DISCUSSION

The implementation of the policy of exempting motor vehicle testing fees at the Sidoarjo UPT PKB based on Regional Regulation Number 1 of 2024 has institutionally undermined the institution's financial motives and reoriented its focus on creating public value in the form of road transportation safety. However, the results of field research indicate that the absence of the burden of KIR test fees has not been able to linearly reduce Over Dimension and Over Loading (ODOL) violations due to weak integration of sectoral supervision outside the technical corridor of the testing lane. Based on the analysis of the Ansell and Gash Collaborative Governance model, the cross-sector synergy process in Sidoarjo Regency is still trapped in fulfilling formal commitments on paper, while at the tactical operational level it is still colored by conflicts of financial interests of logistics industry players and limited enforcement jurisdiction. The UPT PKB has full legitimacy in detecting and rejecting vehicle dimension passability within the testing facility, but does not have the authority to execute tickets or confiscations on the highway which are the absolute domain of the Sidoarjo Police Traffic Unit. The lack of real-time data synchronization between Electronic Vehicle Test Pass Certificates (BLU-e) and enforcement operations in the field creates a loophole for fleet owners to engage in physical manipulation (cat and mouse) after a vehicle has passed the standard test. As a result, ODOL mitigation in Sidoarjo remains reactive-defensive and heavily reliant on the frequency of temporary joint raids, rather than establishing an integrated and sustainable digital monitoring ecosystem from upstream to downstream industries.

Table 1. Map of Roles, Interests, and Obstacles of Actors in the Collaborative Governance Forum for ODOL Management in Sidoarjo

Policy Actors	Key Role in Synergy	Institutional/Sectoral Interests	Major Obstacles in the Collaboration Process
Sidoarjo PKB Technical Implementation Unit	Vehicle physical dimension detection, technical feasibility testing, and BLU-e issuance.	Guaranteeing 100% vehicle roadworthiness and achieving zero accidents due to technical factors.	Legal authority is limited only to within the test lane and cannot take action against ODOL vehicles on the highway independently.
Sidoarjo Police Traffic Unit	Law enforcement execution, traffic raid operations, and ticketing of violating fleets on the highway.	Maintaining smooth traffic flow, reducing the number of accident fatalities, and enforcing substantive law.	Limited personnel to carry out daily raids and the existence of blind spots in logistics routes.
Sidoarjo Regional Organs	Behavioral development of freight transport entrepreneurs and socialization of load limits.	Ensuring the continuity of the transportation business continues to run with high operational cost efficiency.	Pressure from low logistics rates from goods owners forces transportation entrepreneurs to exploit cargo.
Manufacturing Industry Association	Upstream supervision (loading of goods) in	Maximizing the volume of logistics deliveries per trip for the sake of company	Reluctance to invest in weighbridge facilities in

	warehouse and factory areas.	production cost efficiency.	internal factory areas.

Source: Primary Data Processed Based on Interview Results and Conceptual Analysis, 2026

The data analysis in Table 1 shows that sectoral fragmentation is the main structural obstacle in the collaborative governance ecosystem for ODOL mitigation in Sidoarjo Regency. Through the lens of Merilee S. Grindle's Policy Implementation Theory, the degree of success of law enforcement is greatly influenced by the context of power relations and the characteristics of the interests brought by each actor to the collaborative forum. The Sidoarjo Public Works and Transportation Implementation Unit (UPT PKB), despite having modern technological instruments such as Electronic Proof of Passing the Test (BLU-e) to screen for dimensional suitability, legally experiences a paralysis of authority when goods vehicles leave the testing facility gate. This limited legal space is exploited by unscrupulous manufacturing industry players who opportunistically prioritize maximizing load volume to reduce logistics costs per trip, without regard for the carrying capacity of public road infrastructure. On the other hand, the Sidoarjo Police Traffic Unit, as the holder of the legitimacy of enforcement on the highway, often faces the constraint of limited personnel in the field, resulting in blind spots or rat routes used by truck drivers to avoid enforcement operations. The presence of Organda Sidoarjo, caught between its obligation to foster compliance among its members and the economic demands of transportation operators due to low market logistics rates, further complicates efforts to align collective visions. This imbalance in operational capacity and the clash between economic and safety motives is why the zero-rupiah fare policy under Sidoarjo Regional Regulation No. 1 of 2024 has been unable to break the chain of systemic ODOL violations from upstream to downstream.

Table 2. Collaboration Process Indicator Matrix (Ansell & Gash) in ODOL Management in Sidoarjo Regency

No	Collaboration Process Indicators	Empirical Conditions at UPT PKB Sidoarjo	Evaluation Category
1	Building Trust	Often disturbed by the perception that fleet owners only comply when in the test building, but again violate when on the highway.	Currently
2	Commitment to the Process (Commitment)	A joint agreement (MoU) has been signed, but the budget and personnel allocation for joint operations remains volatile.	Currently

3	Shared Understanding	There is a consensus that ODOL damages public roads, but there are differing views regarding the tolerance limits for industrial logistics loads.	Currently
4	Small Wins Achievement	The implementation of periodic joint raids on the Krian and Waru arterial roads as well as mass rejection of vehicles with modified chassis.	Good
5	Face-to-Face Communication (Face-to-Face Dialogue)	The official coordination forum is still a quarterly formality, there is no real-time tactical communication channel across agencies.	Not enough

Source: Primary Data Processed Based on Field Observation Results and Thematic Reduction, 2026

The data presented in Table 2 confirms that the collaborative process cycle in overcoming ODOL in Sidoarjo Regency is still in a transitional stage and has not yet been fully crystallized institutionally. Referring to Ansell and Gash's analytical framework, the strength of collaborative governance relies heavily on continuous face-to-face dialogue and strong trust-building to reduce suspicion between sectors. However, empirical evidence shows a communication gap, where official interactions between stakeholders remain trapped in quarterly ceremonial formalities, without the support of real-time data exchange channels capable of integrating the UPT PKB digital system with the police command center. This lack of data transparency has a direct impact on fluctuations in operational commitments in the field, where the implementation of joint raids to control overloading remains temporary and highly dependent on the availability of a monthly tactical budget. Nevertheless, the achievement of intermediate results (small wins) is considered quite good, as evidenced by the successful sterilization of vehicle dimensions on main arterial roads such as the Krian and Waru corridors and the UPT PKB's firmness in rejecting the vehicle inspection (KIR) approval of trucks found to have illegally modified chassis. To convert these short-term achievements into sustainable substantive compliance, the management of the Sidoarjo PKB UPT must urge the reorganization of the forum towards a more inclusive direction by formulating a shared understanding that places the guarantee of driving safety as the highest public value that must be consistently maintained.

CONCLUSION AND SUGGESTIONS

CONCLUSION

The implementation of the policy of exempting motor vehicle inspection fees at the Sidoarjo Regency Technical Implementation Unit (UPT PKB) based on Regional Regulation Number 1 of 2024 has institutionally succeeded in dismantling financial motives and reorienting the institution's focus on creating public value in the form of transportation safety. However, the absence of the KIR test fee burden has not been able to linearly reduce Over Dimension and Over Loading (ODOL) violations due to weak integration of sectoral supervision outside the technical corridor of the testing lane. Based on Collaborative Governance analysis, the cross-sectoral synergy process in Sidoarjo Regency is still in a transitional stage and is stuck in fulfilling formal commitments on paper, while its tactical operations are colored by sectoral fragmentation and conflicting financial interests of logistics industry players. The UPT PKB has full legitimacy in detecting the physical dimensions of vehicles within the testing facility, but experiences paralysis in enforcement authority on the highway, which is the absolute domain of the Sidoarjo Police Traffic Unit. Inequality in operational capacity, limited personnel, minimal real-time data exchange channels, and opportunistic behavior of industry players seeking logistics cost efficiency are the main structural obstacles. As a result, ODOL mitigation efforts remain reactive-defensive and temporary. While intermediate results have been considered quite good through joint raids on arterial roads, sustained substantive compliance requires a reorganization of more inclusive forums to create safe and orderly road spaces.

SUGGESTION

To convert short-term achievements into sustainable compliance, the Sidoarjo Regency Public Works and Road Traffic Management Unit (UPT PKB) and stakeholders need to immediately digitize an integrated monitoring system through real-time data synchronization between the Transportation Agency's Electronic Test Pass Certificate (BLU-e) and the Sidoarjo Police Traffic Unit's command center system. This digital integration is crucial to closing the gap for physical vehicle manipulation outside the testing area. Furthermore, cross-sector coordination forums must be reorganized from a quarterly formality into intensive and inclusive tactical communication channels. The local government also needs to urge manufacturing industry associations to make mandatory investments in the provision of weighbridges within factories to strengthen oversight of upstream logistics. Finally, regulations regarding budget allocation and personnel for periodic joint operations in blind spots on arterial roads must be strengthened so that law enforcement is no longer temporary but consistent in order to create a safe and orderly Sidoarjo road space.

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